



# DRAFT EVALUATION REPORT

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## Abstract

This draft report of the end of term evaluation of the Zimbabwe United Nations Development Assistance Framework (ZUNDAF 2016-2020) covers its implementation from January 2016 to December 2018.

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## Table of Contents

LIST OF TABLES .....	III
LIST OF FIGURES.....	III
ACRONYMS.....	IV
EXECUTIVE SUMMARY .....	VIII
I. INTRODUCTION .....	1
II. OBJECTIVES AND METHODOLOGY .....	2
2.1. EVALUATION OBJECTIVES.....	2
2.2. EVALUATION METHODOLOGY .....	3
2.3. LIMITATIONS .....	5
III. PROGRAMME BACKGROUND .....	5
3.1. COUNTRY CONTEXT .....	5
<b>3.1.1. Political context</b> .....	5
<b>3.1.2. Governance context</b> .....	6
<b>3.1.3. Economic context</b> .....	7
<b>3.1.4. Social Sector</b> .....	8
<b>3.1.5. Gender equality</b> .....	9
3.2. GOVERNMENT STRATEGY.....	9
3.3. UN PROGRAMME CONTEXT (ZUNDAF 2016 – 2020) .....	10
IV. EVALUATION FINDINGS .....	13
4.1. RELEVANCE .....	13
4.2. EFFECTIVENESS .....	19
<b>4.2.1. Priority 1: Food and Nutrition Security</b> .....	21
<b>4.2.2. Priority 2: Gender equality</b> .....	25
<b>4.2.3. Priority 3: HIV and AIDS</b> .....	29
<b>4.2.4. Priority 4: Poverty Reduction and Value Addition</b> .....	34
<b>4.2.5. Priority 5: Public Administration and Governance</b> .....	41
<b>4.2.6. Priority 6: Social Services and Protection</b> .....	46
4.3. EFFICIENCY OF ZUNDAF IMPLEMENTATION AND COORDINATION .....	59
<b>4.3.1. Delivering as One (DaO)</b> .....	59
4.4. SUSTAINABILITY .....	69
V. GOOD PRACTICES AND LESSONS LEARNED .....	71
5.1. GOOD PRACTICES .....	71
5.2. OVERALL CHALLENGES AND LESSONS LEARNT .....	74
VI. CONCLUSIONS AND RECOMMENDATIONS .....	76
6.1. CONCLUSIONS .....	76
6.2. RECOMMENDATIONS .....	77
<b>6.2.1. Recommendations for the remaining ZUNDAF years</b> .....	78
<b>6.2.2. Recommendations for the next UNSDCF</b> .....	80

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ANNEX 1.	DOCUMENTS REVIEWED .....	81
ANNEX 2.	INDIVIDUALS CONSULTED .....	85
ANNEX 3.	EVALUATION TERMS OF REFERENCE .....	89

## List of Tables

Table 1.	Project site visits and related ZUNDAF priority area.....	3
Table 2.	Outcome Assessment Tool.....	4
Table 3:	ZUNDAF Results Groups and Lead Agencies .....	11
Table 4.	Outcome indicators by priority area .....	12
Table 5.	Alignment of SDGS, national objectives and ZUNDAF priorities.....	18
Table 6.	Overall Assessment of ZUNDAF Relevance .....	19
Table 7.	Status of Outcome 1.1 indicators as at the end of December 2018 .....	22
Table 8.	Status of Outcome 1.2 indicators as at the end of December 2018 .....	23
Table 9.	Status of Outcome 2.1 indicators as at end of December 2018 .....	26
Table 10.	Status of Outcome 2.2 indicators as at end of december 2018.....	28
Table 11.	Status of Outcome 3.1 indicators as at end of December 2018 .....	30
Table 12.	Status of Outcome 3.2 indicators as at end of December 2018 .....	32
Table 13.	Status of Outcome 3.3 indicators as at end of December 2018 .....	33
Table 14.	Status of Outcome 4.1 indicators as at end of December 2018 .....	35
Table 15.	Status of Outcome 4.2 indicators as at end of December 2018 .....	38
Table 16.	Status of Outcome 5.1 indicators as at end of December 2018 .....	41
Table 17.	Status of Outcome 5.2 indicators as at end of December 2018 .....	42
Table 18.	Status of Outcome 5.3 indicators as at end of December 2018 .....	44
Table 19.	Status of Health Component of Outcome 6.1 indicators as at end of 2018 .....	46
Table 20.	Status of Education Component of Outcome 6.1 indicators as at end of 2018.....	48
Table 21.	Status of WASH Component of Outcome 6.1 indicators as at end of 2018.....	50
Table 22.	Status of Outcome 6.2 indicators as at end of December 2018 .....	52
Table 23.	Outcome 6.3 assessment .....	56
Table 24.	Overall Evaluators' Assessment of ZUNDAF Effectiveness.....	58
Table 25.	Key results under 'Operating as One'.....	64
Table 26.	UN expenditures against planned budget.....	66

## List of Figures

Figure 1.	ZUNDAF Alignment to ZIM Asset Clusters .....	14
Figure 2.	UN's contrubution - contribution along the results chain .....	16
Figure 3.	Electronic staff survey responses on relevance .....	18
Figure 4.	UN Programme staff responses to electronic survey on effectiveness.....	57
Figure 5.	ZUNDAF Expenditures.....	68

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## ACRONYMS

AfDB	Africa Development Bank
ACBF	Africa Capacity Building Foundation
Agritex	Agricultural Extension
AIDS	Acute Immuno-Deficiency Syndrome
AIPPA	Access to Information and Privacy Act
ALS	Agriculture and Livestock Survey
ANC	Ante-Natal Care
ART	Anti-Retroviral Therapy
AWPs	Annual Work Plans
BEmONC	Basic Emergency Obstetric and Newborn Care
BOS	Business Operations Strategy
BVR	Biometric Voter Registration
CCA	Common Country Assessment
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CEmONC	Comprehensive Emergency Obstetric and Newborn Care
CPR	Contraceptive Prevalence Rate
CZI	Confederation of Zimbabwe Industries
DaO	Delivery as One
DFID	Department for International Development
ECA	Economic Commission for Africa
ECD	Early Childhood Development
EDF	Exclusive Breastfeeding
EDF	Education Development Fund
EID	Early Infant Diagnosis
EMG	Evaluation Management Group
EMIS	Education Management Information System
EMT	Elimination of Mother to Child Transmission
e-MTCT	Evaluation Management Team
EU	European Union
EVAWG	Campaign to End Violence Against Women and Girls
FAO	Food and Agriculture Organisation
FAW	Fall Armyworm
FGDs	Focus Group Discussions
GA	General Assembly
GDP	Gross Domestic Product
GEWE	Gender Equality and Women's Empowerment
GFATM	Gender Inequality Index
GII	Global Fund on AIDS, Tuberculosis and Malaria
GNI	Gross National Income
GoZ	Government of Zimbabwe
HCT	Harmonized Cash Transfers
HDF	Health Development Fund
HDI	Human Development Index

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HDI	Human Development Report
HHS	Household Hunger Scale
HIV	Human Immuno-deficiency Virus
HLPF	High-Level Political Forum
HRP	Inter-Censal Demographic Survey
ICDS	International Conference on Population and Development
ICPD	Humanitarian Response Plan
IFA	Iron Folic Acid
IHWs	Incentivized Health Workers
IIAG	Ibrahim Index of African Governance
ILO	International Labour Organisation
IP(s)	International Organization for Migration
IOM	Implementing Partner(s)
JIM	Joint Implementation Matrix
JP(s)	Joint Programme(s)
JPAT	Joint Policy Analysis Team
JPGE	Joint Programme on Gender Equality
KII	Key Informant Interview
LTFU	Loss to Follow-Up'
M&E	Monitoring and Evaluation
MDC	Movement for Democratic Change
MDGs	Millennium Development Goals
MICS	Multiple Indicator Cluster Survey
MoFED	Ministry of Finance and Economic Development
MoHCC	Ministry of Health and Child care
MoJLPA	Ministry of Justice, Legal and Parliamentary Affairs
MoLAWC&RS	Ministry of Lands, Agriculture, Water, Climate and Rural Settlement
MoPSE	Ministry of Primary and Secondary Education
MoPSLSW	Ministry of Public Service, Labour and Social Welfare
MoWACSMED	Ministry of Women Affairs, Community, Small and Medium Enterprise Development
NANGO	National Association of Non-Governmental Organisations
NAZ	Nutrition Action Zimbabwe
NGOs	Non-Governmental Organisations
NHIS	National Health Information System
NNS	National Nutritional Survey
NPRC	National Peace and Reconciliation Commission
ODA	Overseas Development Assistance
ODFVs	Open Defecation-Free Villages
OECD-DAC	Organisation for Economic Co-operation and Development- Development Assistance Committee
OMT	Operations Management Team
OPC	Office of the President and Cabinet
OPEC	Oil and Petroleum Exporting Countries

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PFMS	Public Financial Management System
PICES	Prices, Incomes and Consumption Expenditure Survey
PLHA	People Living with HIV and AIDS
PMT	Programme Management Team
PMTCT	Prevention of Mother-to-Child Transmission
PNC	Post-Natal Care
POSA	Public Order and Security Act
PSCM	Procurement and Supply Chain Management
RBZ	Reserve Bank of Zimbabwe
RC	Resident Coordinator
RDC	Rural District Council
RG	Results Group
SACCOs	Savings and Credit Cooperatives Societies
SADC	Southern Africa Development Community
SGBV	Sexual and Gender-based Violence
SIG	School Improvement Grant
SOF	Strategic Operations Framework
TB	Tuberculosis
TiP	Trafficking in Persons
TOR	Terms of Reference
TSP	Transitional Stabilisation Plan
UN	United Nations
UNAIDS	United Nations Communications Group
UNCG	United Nations Joint Programme on HIV and AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
UNRC	United Nations Resident Coordinator
UNRCO	United Nations resident Coordinator's Office
UNWOMEN	United Nations Entity for Gender Equality and Women's Empowerment
UPR	Universal Periodic Review
VMMC	Voluntary Medical Male Circumcision
VNR	Voluntary National Review
WASH	Water Sanitation and Hygiene
WFP	World Food Programme
WHA	World Health Assembly
WHO	World Health Organisation
	Zimbabwe African National Union (Patriotic Front)

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ZANU PF	Zimbabwe Demographic Health survey
ZDHS	Zimbabwe Electoral Commission
ZEC	Zimbabwe Human Rights Commission
ZHRC	Zimbabwe Investment Authority
ZIA	Zimbabwe Agenda for Sustainable Social and Economic Transformation
ZimAsset	Zimbabwe Statistical Office
ZIMSTAT	Zimbabwe Vulnerability Assessment Committee
ZIMVAC	Zimbabwe National AIDS Strategic Plan
ZNASP	Zimbabwe National Chamber of Commerce
ZNCC	Zimbabwe Resilience Building Fund
ZRBF	Zimbabwe United Nations Development Assistance Framework
ZUNDAF	

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## **EXECUTIVE SUMMARY**

The Zimbabwe United Nations Development Assistance Framework (ZUNDAF 2016 – 2020) is the overarching strategic programme framework that guides the UN’s collective support to the Government’s national development priorities. The United Nations Country Team (UNCT) in collaboration with the Government of Zimbabwe (GoZ) commissioned the evaluation of the ZUNDAF (2016 – 2020). The evaluation was undertaken by a team of three independent evaluators over the period from 17 April to 30 November 2019.

### ***Evaluation objectives***

The specific objectives of the evaluation were:

- a) To assess the relevance, effectiveness, efficiency, and sustainability of the ZUNDAF results towards the national development priorities.
- b) To assess the effectiveness of the UN Zimbabwe in implementing the ZUNDAF through Delivering as One, including in the context of the evolving UN development system reform agenda.
- c) To generate lessons learned and recommendations to strengthen performance in the remaining period and inform the formulation of the next ZUNDAF.
- d) To recommend on how to realign the Resident Coordinator (RC)/UNCT leadership within the context of GA Resolution A/RES/72/279 to maximize UN impact in Zimbabwe.
- e) To recommend how the UN can enhance the humanitarian-development nexus.

### ***Scope***

The evaluation covered the ZUNDAF implementation period from January 2016 to December 2018. The ZUNDAF 2016 – 2020 was the sole unit of analysis and results were aggregated at the outcome level and attributed to the UN as a collective and not to individual entities.

### ***Methodology***

As an outcome evaluation, the assessment focused on outcome level indicators, specifically on the achievement of the 15 ZUNDAF outcomes. The evaluators used a number of methods to capture the extent of achievement of outcomes, including perceptual data from partners, review of official documentation and publications, and individual and focus group interviews with a range of stakeholders.

The evaluators met with a total of 124 individuals at various levels. The evaluation team undertook 19 key informant interviews (KII), with a cross section of ZUNDAF stakeholders, including – Chairs of Results Groups/UN Heads of Agencies; Line Ministry Co-chairs; resident Coordinator (RC) and Resident Coordinators’ Office (RCO); Chairs UNCT teams, including the Programme Management Team (PMT), Operations Management Team, OMT), and UN



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Communications Group (UNCG). IPs; and donors. A total of 21 focus group discussions (FGDs) were also held with Result Groups (RGs) and RG subgroups, as well with Implementing Partners' (IP) teams and beneficiaries. The team also fielded project site visits in the following districts: Harare Urban (3); Masvingo Urban (1); Masvingo District (1); Murehwa District (3); Mutasa District (2); and Nyanga District (3).

In line with the latest thinking and best practice as outlined in the 2019 UNDAF guidelines, the evaluation analysed the evidence through the lens of the UN's guiding principles of (1) Leaving no one behind, (2) Human rights based approach to development, (3) Gender equality and women's empowerment, (4) Sustainability and (5) Accountability.

### ***Ethical considerations***

The evaluation observed the key principles of evaluation, including intentionality, independence, impartiality, credibility, honesty, integrity and accountability. Stakeholders were engaged appropriately and respectfully and the principles of confidentiality and anonymity were fully observed.

Informants and focus group participants, in particular community beneficiaries were given the opportunity to give their consent by providing space for questions and answers prior to the interviews/discussions. The evaluation ensured that their participation was voluntary.

### ***Limitations***

A major limitation was that it was not feasible to visit more districts due to logistical constraints, including mainly scarcity of fuel. This was mitigated through intensive discussions with key informants as well as FGDs. The second major limitation was lack of data at outcome level for some of the indicators, and particularly those indicators that required dedicated surveys, which were yet to be done. This was mitigated through use of proxy data obtained from extensive literature research, including web-based publications of reputable institutions such as for example, World Bank and Economic Commission for Africa.

### ***Programme description***

The ZUNDAF has 15 outcomes modelled around six priority areas as shown below.

Priority area	Outcomes
Food and Nutrition Security	1. Targeted households in rural and urban areas have improved food and nutrition security
	2. Communities are equipped to cope with climate change and build resilience for household food and nutrition security.

Priority area	Outcomes
Gender Equality	1: Key institutions strengthened to formulate, review, implement, and monitor laws and policies to ensure gender equality and women's rights. 2: Women and girls are empowered to effectively participate in social, economic and political spheres and to utilise gender-based violence services
HIV and AIDS	1. All adults and children have increased HIV knowledge, use effective HIV prevention services, and are empowered to participate in inclusive and equitable social mobilization to address drivers of the epidemic 2: 90% of all people living with HIV know their HIV status, at least 90% of HIV positive people receive sustained antiretroviral therapy, 90% of those on treatment have durable viral load suppression 3. Key institutions from Government and civil society effectively and efficiently manage a multi-sectoral AIDS response
Poverty Reduction and Value Addition	1. Key institutions formulate and implement socio-economic policies, strategies and programmes for improved livelihoods and reduced poverty of communities 2. Increased access to income and decent work opportunities in key value chains and economic sectors, particularly for young people and women
Public Administration and Governance	1. Key public sector institutions mobilise, manage and account for resources effectively for quality service delivery 2. Increased citizen participation in democratic processes in line with the provisions of the Constitution and relevant international norms and standards 3. Government and its partners generate and utilise data for development
Social Services and Protection	1. Vulnerable populations have increased access to and utilisation of quality basic social services 2. Key institutions provide quality and equitable basic social services 3. Households living below the food poverty line have improved access to and utilisation of social protection services

For effective implementation, monitoring and reporting, the UN, in conjunction with Government of Zimbabwe (GoZ) established Results Groups (RGs) for each of the priority areas. The priority areas are co-chaired by a lead UN agency and counterpart line ministry as outlined in the following table, which also shows the planned budget for each priority area.

	Priority Area	Lead Agencies		Budget (US\$)
		Government Agency	UN Agency	
1	Food and Nutrition Security	Ministry of Agriculture	FAO	300,000,000
2	Gender Equality	MoWACSMED	UN Women	45,000,000
3	HIV and AIDS	MoHCC	UNAIDS	260,000,000
4	Poverty and Value Addition	MoPSLSW	ILO	215,000,000

	Priority Area	Lead Agencies		Budget (US\$)
		Government Agency	UN Agency	
5	Public Administration and Governance	MoJLPA	UNDP	73,800,000
6	Social Services and Protection	MoPSLSW	UNICEF	748,000,000
TOTAL				<b>1,641,800,000</b>

The evaluation made the following findings.

**Finding 1. The ZUNDAF was aligned with ZIMASSET, but even though the challenges remained the same, the transition to a new TSP framework weakened these linkages.** The ZUNDAF was formulated in 2015 and positioned “as a vehicle to support national development priorities as informed by the 2013-2018 Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET). It was therefore fully aligned with the national development priorities. There was however a change of leadership in 2017, and the new government suspended ZIMASSET when it won elections in July 2018, and substituted it with the Transitional Stabilisation Programme.

**Finding 2. The UN complemented other partners’ activities in a context where relations between government and donors were constrained.** Relations between the government and bilateral donors were constrained, while also the country had huge unpaid external debt with multilateral agencies and international financial institutions. There was therefore no funding given directly to government by donors, with donor preferring to provide support to civil society organisations (CSOs) or through UN agencies.

**Finding 3. ZUNDAF priority areas addressed key areas of vulnerability but the design lacked collective theory of change.** The UN identified the most vulnerable groups and where they lived, and targeted them in the ZUNDAF design. The ZUNDAF lacks a theory of change that integrates its various components into a logical pathway for change.

**Finding 4. The ZUNDAF was aligned with the Sustainable Development Goals (SDGs).** Although it was formulated before finalisation of the 2030 Agenda, the ZUNDAF was aligned with the SDGs. The UN supported the government to localize its 10 priority SDGs - 2, 3, 4, 5, 6, 7, 8, 9, 13 and 17).

**Finding 5. The UN’s positioning as a neutral and impartial broker contributed to cushion vulnerable groups and helped to bring stability in volatile situations.** The first three years of ZUNDAF implementation coincided with one of the most volatile periods in the country’s history,

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in which the UN's normative and advocacy footprint, though sometimes understated, is clearly visible. Various stakeholders, including notably bilateral donors, agree that the UN is seen as an impartial and neutral broker, thereby positioning it as the government's trusted and influential partner.

**Finding 6. ZUNDAF results were mixed across outcomes, with some experiencing declining performance due to unfavorable socio-economic conditions in the country.**

**Priority 1: Food and Nutrition Security.** The UN contributed to two outcomes under this priority. Under the first outcome (Targeted households in rural and urban areas have improved food and nutrition security), some of the planned indicators were stressed due to the unfavorable economic conditions in the country. The UN contribution at output level included, review of key legislation in the land and agriculture sectors. In the nutrition sector, the UN supported Government at national and sub-national levels to strengthen district-level capacity to prevent stunting. By December 2018, 98% of health facilities were manned by at least one health worker trained in Integrated Management of Acute Malnutrition; while also 88% of pregnant women received at least one supply of Iron Folic Acid (IFA) during their previous pregnancy

Under the second outcome (Communities are equipped to cope with climate change and build resilience for household food and nutrition security), the UN strengthened resilience of communities to cope with the effects of climate change. In the UN target districts the support resulted in an increase in households with secure access to livelihood assets (rating 4) to 15.2% from a baseline value of 3.2%.

**Priority 2. Gender equality.** The UN contributed to two outcomes - Key institutions strengthened to formulate, review, implement, and monitor laws and policies to ensure gender equality and women's rights; and Women and girls are empowered to effectively participate in social, economic and political spheres and to utilise gender-based violence services.

Under the first outcome, the UN provided capacity and institution building support to the Women's Parliamentary Caucus, as well as the Gender Commission and the Zimbabwe Electoral Commission (ZEC); supported formulation of the Strategy for Gender Mainstreaming in ZUNDAF; and oversight for the implementation of the gender scorecard to assess progress within the UN system on gender mainstreaming and the promotion of gender equality. With regards to the second outcome, UN support was instrumental in establishment of Zimbabwe Women's Microfinance Bank. By June 2018, 8,850 had opened accounts with the bank countrywide. An online knowledge portal to provide a comprehensive picture on sexual and gender-based violence (SGBV), was established and is accessible to the general public and service providers.

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**Priority 3. HIV and AIDS.** The UN contributed to three outcomes under this priority area, with most support targeted at the upstream (policy and technical) level.

Outcome 3.1: All adults and children have increased HIV knowledge, use effective HIV prevention services, and are empowered to participate in inclusive and equitable social mobilization to address drivers of the epidemic. UN-Global Fund partnership provided care and treatment to over a million people on life-saving Anti-retroviral treatment (ART), resulting in continual decline of new HIV infections. The annual incidence rate among adults aged 15-64 years has been maintained at 0.45%; while incidence levels among young people aged 15-24 years has gone down from 0.7% in 2014 to 0.46% in 2017.

Outcome 3.2: 90% of all people living with HIV know their HIV status, at least 90% of HIV positive people receive sustained antiretroviral therapy, 90% of those on treatment have durable viral load suppression. One of the key UN contributions in collaboration with other partners was to increase uptake of testing. Following the expansion of treatment services, approximately over 2.3 million people knew their status, and over 1,317,479 people were on anti-retroviral treatment.

Outcome 3: Key institutions from Government and civil society effectively and efficiently manage a multi-sectoral AIDS response. The UN strategy was to support the National AIDS Council in providing coordination and management of the multi-sectoral national response through its decentralised structures in order to ensure the inclusion of hard-to-reach communities, key populations, and people living with HIV, and as a result, approximately 90% of the health facilities countrywide have at least one health worker trained in counselling of children and adolescents.

**Finding 7. Overall UN contribution was negatively affected by unfavourable socio-economic environment that the country was experiencing.**

**Priority 4. Poverty Reduction and Value Addition.** This was the UN's entry point to support sustainable economic transformation, especially through macro and micro-economic policies, harnessing the demographic dividend, as well as the promotion of employment and economic empowerment for key populations, including women and youth.

Outcome 4.1: Key institutions formulate and implement socio-economic policies, strategies and programmes for improved livelihoods and reduced poverty of communities. There was mixed progress against planned targets, with relatively good progress at upstream level, including support for the production and launch of the country's Interim-Poverty Reduction Strategy Paper (IPRSP), including its attendant Monitoring and Evaluation Plan in 2017. One major challenge however, was lack coordination and collaboration, which resulted in a plethora of interventions

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that merely scratched the surface, in the face of the increasing demand for policy and programme support on jobs and livelihoods.

Outcome 4.2: Increased access to income and decent work opportunities in key value chains and economic sectors, particularly for young people and women. The indicators for this outcome did not adequately measure progress in the specific geographic areas or social groups that the UN intended to target. However, a number of outputs were delivered, including youth and women's economic empowerment in the agriculture and mining sectors to develop their skills for value addition, focusing especially on food processing.

**Priority 5. Public Administration and Governance.** The UN aimed to contribute to three outcomes, focusing specifically on aid coordination, legal reforms and data for development.

Outcome 5.1: Key public sector institutions mobilise, manage and account for resources effectively for quality service delivery. The review of the Aid Coordination policy was started during 2018 in partnership with the European Union (EU) and a draft revised policy was pending review and finalization at the time of drafting.

Outcome 5.2: Increased citizen participation in democratic processes in line with the provisions of the Constitution and relevant international norms and standards. While only modest progress was achieved towards planned indicators and targets, the UN supported the conduct of public hearings by Parliament prior to enacting of legislation. In addition the conduct of the 2018 general elections was also conducted in a peaceful environment, partly attributed to the UN's advocacy efforts across the political divide.

Outcome 5.3: Government and its partners generate and utilise data for development. A number of planned surveys were done and completed. The UN provided support for Zimbabwe to participate as one of 43 countries globally that undertook the SDGs Voluntary National Review (VNR) in July 2017.

**Finding 8. With government capacity constrained by economic and funding constraints, the UN has stepped in to provide critical basic services especially for vulnerable groups.** Under this priority area, the UN contributed to two outcomes focusing on four sectors, namely health, education, water sanitation and hygiene (WASH), and social protection.

Outcome 6.1: Vulnerable populations have increased access to and utilization of quality basic social services.

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**Health sector.** All the planned indicators were either on track or had already been achieved. The Global Fund and Health Development Fund (HDF) were the major sources of health financing in 2018, and between them, contributed a combined total of us\$231 m in 2018, representing 48.9% of total health budget of us\$473.9 million.

**Education sector.** Based on ZUNDAF indicators, the UN achieved average performance in this sector. However, The UN's contribution to improvement of learning outcomes was through technical and financial support to the Ministry of Primary and Education (MoPSE), including in policy reforms.

**WASH sector.** The public sector WASH investments over the years have been dwindling and hence failing to sustain the requirements of the population. The sector is now largely depending on international development partners, although this 'gap filling funding source' is also diminishing.

Outcome 6.2: Key institutions provide quality and equitable basic social services. Under the second outcome, the UN provided salary top-up for critical staff at district hospitals and local level health facilities, thereby contributing to ensure retention of critical staff. Among some of the key achievements, 94% of primary health care facilities in the country have been functioning continuously with approximately 80% availability of essential medicines at the primary health care level through the procurement of essential commodities and supplies.

Outcome 6.3: Households living below the food poverty line have improved access to and utilization of social protection services. UN support was instrumental in the development of the social protection policy and strategy, leading to the adoption of the National Social Protection Policy Framework (NSPPF) in 2016. In collaboration with the Child Protection Fund (CPF), the UN supported implementation of the Harmonised Social Cash Transfer (HSCT) in 8 districts, while an additional four districts were supported by a United States Agency for International Development (USAID) funded programme - DREAMS.

**Finding 9. Key programming principles and crosscutting issues were adequately addressed.** ZUNDAF implementation adhered to the five programming principles of the UN. In terms of capacity building, some of the ZUNDAF's major achievements included, (i) supporting institutional policy and capacity development across all the outcome areas, (ii) support to development of sectoral policies, legal instruments, programme and financial management tools, as well as training of implementing partners.

With regards to mainstreaming of human rights-based approaches (HRBA) and gender equality and women's empowerment (GEWE), these were mainstreamed across all ZUNDAF pillars as well

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as at the level of programme activities. Advancement of women's rights and the promotion of gender equality was done in accordance with the Constitution of Zimbabwe, as well as regional and international instruments such as CEDAW and the United Nations Security Council Resolution 1325, on Women, Peace and Security. For example, the UN supported the women's parliamentary caucus in various ways, including strengthening their understanding and unpacking the Marriage Bill to enable them to effectively debate its legal implications before its enactment. The Spotlight Initiative is one example where the UN targeted the advancement of gender equality and human rights by addressing gender-based violence (GBV).

**Finding 10. The UN has embraced the DaO approach with varying success between its pillars.**

The five pillars for delivering as one were established and were functioning to varying degrees. The One Programme pillar comprised of the ZUNDAF and the Joint Implementation Matrix (JIM). It was noted however that UN agencies relied much more on their respective country programme documents rather than the ZUNDAF and the JIM for programming.

The 'One leader' pillar comprising of the United Nations Resident Coordinator (UNRC) and UNCT members was working well. Donors and other key informants interviewed acknowledged that there was a collegial UNCT which worked well together. With regards to the ZUNDAF, the GoZ also co-chairs the High-level Steering Committee, but the evaluation noted that their involvement was very minimal – during the annual planning and review meetings, which often times were delayed by up to 6-9 months (In 2019, the ZUNDAF annual planning/review meeting was held in September).

**Finding 11. While there is high levels of inter-agency collaboration, there were limited joint programmes.** The evaluation found that UN agencies collaborated at various levels through joint initiatives as well as sharing information and resources when they work in the same localities. It was also apparent however, that there were few formal joint programmes that had been established during the period under review.

**Finding 12. The system for monitoring and reporting was functional albeit with some challenges.** Monitoring was based on the ZUNDAF Results, Monitoring and Evaluation (RME) framework. There was however need to strengthen formulation of indicators so that they specifically measure the UN's contribution to outcomes. The evaluation also noted that reporting was not necessarily based on these indicators, although an observed good practice on reporting was the practice of reporting on all pillars, including 'Operating as One', the 'Communicating as One', and 'One Budget'.



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**Finding 13. UN ‘Operating as One’ successfully contributed to realization of cost savings and efficiency-gains.** There was an established and functional Operations Management Team (OMT), which is chaired on a rotating basis by a Deputy level Head of Operations and reporting to the UNCT on a quarterly basis. A methodology for systematic tracking of cost savings and efficiency gains was developed and implemented, and it has continuously showed that by harmonizing operations, the UN was able to realise cost savings as well as efficiency gains.

**Finding 14. UNCG successfully profiled the UN and influenced social discourse in Zimbabwe.** The UNCG reports to the UNCT on a quarterly basis and its results integrated in the annual ZUNDAF results report. The Zimbabwe ‘communicating as one’ pillar was cited as a best practice by the United Nations Development Group (UNDG) in 2016.

**Finding 15. There was no evidence of any joint resource mobilisation by UN agencies.** The key elements of a common budgetary framework were well established, including particularly the common ZUNDAF budget, which is further disaggregated by priority area and outcomes. The evaluation noted that there was no common fund for the ZUNDAF but aggregated UN budgets. Despite the lack of joint resource mobilisation however, the UN was on track to achieve its planned budget of \$1,641,800,000.

**Finding 16. Despite realising efficiency gains from harmonising operations, UN efficiency in programme execution and value for money remains an area of concern.** Based on the assessment of some of the projects that were visited by the evaluation team, the evaluators found that some of them lacked critical scale to make meaningful impact.

**Finding 17. The UN expenditures in basic service delivery have been increasing even as its contribution to emergency response has decreased.** Based on analysis of financial data, the UN has been increasing its delivery in basic service delivery as government’s capacity to deliver same has continued to weaken. The data shows that the UN has consistently had higher expenditure in Priority 3 (HIV and AIDS) owing to the funding from the Global Fund; while also the UN has stepped up to deliver direct basic services (Priority 6) as well as support to food and nutrition security (Priority 1) in the face of weakened government capacity.

**Finding 18. The ZUNDAF addresses the three pillars of sustainable development.** Based on the evidence gathered, the ZUNDAF was responsive to sustainable development. At design level, the logic that the three pillars should be addressed concurrently was apparent in the selection of priority areas. Priority 4 addresses the economic pillar; while Priorities 2, 3 and 6 address the social pillar. Priority 5 is crosscutting. The environment pillar was addressed extensively as a crosscutting issue, particularly under priority 4 (green economy), as well under priority 1 (climate smart agriculture).

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**Finding 19. The UN collaborates with NGOs and CSOs as IPs, but government's capacity for scaling up could affect sustainability of UN's interventions.** UN interventions in key sectors including public administration and governance, agriculture and food security, gender, health and education are implemented through the national implementation modality (NIM), through partnership with the central government and its subnational structures, local authorities, CSOs and NGOs. This strategy enhances national ownership of development processes, which is a critical factor for sustainability of results. The country was experiencing harsh economic conditions, including high unemployment, shortages of cash constraining government's capacity to implement programmes and resulting in increased household poverty; this trend constitutes a risk for UN interventions in the short to medium term.

### **Good practices**

There were a number of practices that were undertaken by the UN in the course of ZUNDAF implementation that the evaluators deemed to be good practices by virtue of the results that they contributed towards achieving.

- 1. Strong alignment with national and sectoral development plans and systems.** Strong alignment enabled the UN to make use of government structures at central and subnational levels to implement ZUNDAF interventions, thereby enhancing sustainability.
- 2. Alignment with SDGs.** Although formulated in 2015 a year prior to the launching of the SDGs, the UN aligned the ZUNDAF with the SDG goals; and also supported the government to localise and prioritise the SDGs.
- 3. Realigning to changing context.** Throughout this cycle, the UN had to shift its focus to humanitarian emergency response; first in 2016 during the El Nino induced drought, then during the cholera outbreak in 2017, and later the political, economic and financial crises that started in 2017 spilling into 2018 and beyond.
- 4. Impartiality and neutrality.** The years 2017 and 2018 were very volatile with the country experiencing unprecedented developments leading to a change of political leadership and subsequently elections. The UN leveraged on its neutrality and impartial broker to influence events, including peaceful elections.
- 5. Two track approach for addressing gender equality.** The UN decided to address these disparities through a two-pronged strategy whereby the stand alone ZUNDAF Priority 2 addressed specifically legislative and police issues as well as SGBV, while also women's empowerment was mainstreamed across all other priority areas.
- 6. Reporting on all pillars of 'Delivering as One'.** A review of ZUNDAF annual reports shows that the UN was reporting on all pillars of DaO, and not just on the One Programme Pillar, thereby giving a more complete picture of UN work in the country.

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7. **Operating as One.** As a self-starter, Zimbabwe has made much progress in terms of harmonising operations resulting in cost savings and efficiency gains, primarily from common services, common procurement, ICT, human resources management, and HACT. As of 2018, the country has now been qualified to progress to the full Business Operations Strategy (BOS) in the next cycle.

### Lessons learnt

The following lessons learnt were identified in fulfilment of the terms of reference to generate lessons to inform future programming.

**Theory of change.** The ZUNDAF had good Results, Monitoring and Evaluation (RME) framework, which outlines the planned outcomes and their attendant indicators. However, it was also noted that the ZUNDAF lacked an overall ‘theory of change’ model. Without a theory of change, the ZUNDAF appeared to be fragmented in ways that meant respective Results Groups were working in silos. A practical manifestation of this was the difficulty experienced by the Gender Results Group with respect to tracking the results of gender mainstreaming in other priority areas.

**ZUNDAF Coordination.** Coordination towards ZUNDAF outcomes however, appears to have faced challenges as pointed out throughout this report – perfunctory ‘joint planning’, difficulties in convening annual reviews. Some of this could be attributed to:

- **Government commitment.** Lack of government ownership and leadership of ZUNDAF processes.
- **Competition for resources.** There is competition for resources among UN agencies; while also donors inadvertently encouraged the practice due to earmarking.
- **Realised benefits.** Absence of direct realised benefits from coordination make it difficult for programme staff, often overwhelmed by a heavy workload to commit to ZUNDAF processes.

**Projectising short-term gains.** Given the economic environment and austerity measures that constrained capacity of the UN’s main counterpart (government), the UN runs the risk of investing in low yield projects with limited long term impact or sustainability.

**Humanitarian-development-peace (HDP) nexus.** The ZUNDAF did have some elements of resilience-building interventions as well as interventions on peacebuilding and social cohesion. However, for the most part these interventions were isolated and not particularly designed as an integrated programme.

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**Resilience-building in the context stability and growth.** There were a number of resilience-building interventions that were implemented across all the ZUNDAF priority areas, including particularly the Resilience Programme funded by the ZRBF. However, for sustainable development to occur, the UN needed to find ways to support and advocacy for the country to undertake some tough reforms, including political and economic reforms that would facilitate its reengagement with the international community.

## **Conclusions and recommendations.**

The evaluators concluded that the ZUNDAF was formulated in a period of high optimism and its planned targets and outcomes were ambitious, and therefore difficult to achieve under the present circumstances. In this regard, the evaluation made ten recommendations, seven of them pertain to the remaining period of the current ZUNDAF cycle, while the other six target the next ZUNDAF cycle.

### **(a) Recommendations for the remaining ZUNDAF years**

**Recommendation 1. Realigning the ZUNDAF with TSP.** The Government and UNCT have agreed to extend the current ZUNDAF by an additional year to December 2021 in order to allow the government to develop its 5-year national development plan to which the next UNSDCF will align. The extension provides an opportunity for the UN to review the CCA in light of the changing country context and reassess its contribution and strategy (Finding 1). In particular, the UNCT should undertake an in-depth assessment of the TSP, in terms of (i) its impact on vulnerable groups in the context of ‘leaving no one behind’, and (ii) the quick-wins and opportunities that it presents in terms of the UN’s normative work. More specifically, quick-wins may be achieved through closer alignment to the TSP and building on government commitment to improving human rights, political and economic reforms.

**Recommendation 2. Restructure some Results Groups.** The UNCT should consider restructuring some of its results groups in order to enhance focus and partnerships (Finding 7). In particular, the UNCT should restructure the following:

- (a) Results Group 4 (Poverty reduction) to strengthen support and collaboration with other partners in the area of macro-economic reforms and public financial management.
- (b) Results Group 5 (Governance) to enhance support for the government’s political and governance reforms, with specific focus on capacity building for the Chapter 12 institutions.
- (c) Creating a subgroup under Results Group 5 to focus and strengthen support for peacebuilding and political stability.

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**Recommendation 3. Develop gender accountability tools.** According to the 2012 Census report, women constitute 51.9% of the country's population. In that regard, gender equality is critical factor for realising the central theme of the SDGs of 'leaving no one behind. The UNCT should therefore consider how to strengthen its interventions on gender equality, and in particular how to measure its performance in mainstreaming gender equality (Finding 6). More specifically:

- a) The UNCT should institutionalise and annualise the gender score card for all UN agency programmes, and
- b) The Gender Results Group should develop and institutionalise other gender accountability tools, including by learning from other countries within the region and beyond.

**Recommendation 4. Strengthening ZUNDAF Coordination.** Delivering as one through enhanced interagency collaboration (Finding 10) should be central to the UN's implementation strategy in line with the UN's reform agenda and the General Assembly Resolution A/RES/72/279. More specifically, the UNCT should undertake the following:

- a) Develop a specific mechanism to elevate ZUNDAF implementation and its governance on the UNCT's priority list. This could include establishing a Working Group chaired by the RC with the chairs of the Results Groups as members to meet monthly to review progress and address any challenges.
- b) Develop an accountability framework that makes ZUNDAF outputs a part of individual performance indicators at UN agency level.
- c) Establish a country-level compact to enhance the mutual accountability framework between the RC and UNCT. This could also include:
  - i. Establish a high-level ZUNDAF working committee comprising of the UNRC and the UN chairs of the RGs;
  - ii. All UN agencies adopt a ZUNDAF deliverable as a compulsory individual performance criterion for their staff; and
  - iii. Ensure that UN heads of agencies lead the Results Groups directly, including chairing the annual planning and review meetings.

**Recommendation 5. Government leadership.** Lack of Government commitment and leadership is a risk factor to the success and sustainability of ZUNDAF results (Finding 19). The Government should commit to exercise more ownership and leadership of ZUNDAF processes at all levels, including High-level Steering Committee, and at RGs. This should include the development of an accountability mechanism whereby the UNCT accounts for its commitments to the ZUNDAF, including resource commitments, while also the Government commits and accounts for its counterpart contribution.

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**Recommendation 6. Review of indicators.** As noted above, the extension of the ZUNDAF by a year presents an opportunity for the UN to realign, refocus and strengthen their performance towards results. One of the key areas of focus should be on the accountability framework itself. The UNCT should consider reviewing all indicators, and develop indicators that can be directly measured and attributable to the UN's contribution **through close association with level of geographic coverage** (Finding 3). This will enable the UN to account for use of resources without the burden of explaining negative performance of indicators that are beyond its control. In particular, the M&E team should be strengthened and be more engaged in the formulation and review of indicators to ensure that they reflect adequately on the UN's contribution and accountability for results.

**Recommendation 7. Operating as One.** The UNCT (through the OMT) should synchronise the ERP systems (Finding 13). While adopting and migrating to a common ERP system would provide the best case scenario to realise economies of scale and encourage all agencies to use all common services, the cost of developing such a system could be quite high.

The second alternative could involve integrating the ERPs of different agencies and have a common interface that links them together; this however, could also require quite significant cost to achieve. The most cost effective approach therefore could be to implement an online database system that stores data from the different agencies, exported from their respective ERP. This will enable different reports to be run from the centrally-located data for analysis, tracking and monitoring.

#### **(b) Recommendations for the next UNSDCF**

**Recommendation 8. Theory of change.** As the UN embarks on the process of formulating the new UNSDCF, the UNCT should pay particular attention on developing a 'theory of change' as the basis for its strategy (Finding 3). In fact, since the CCA is now a mandatory requirement for UNSDCF, the guidance also make the theory of change a mandatory requirement.

This entails a comprehensive problem analysis of the country situation, including unpacking the root causes, underlying causes and immediate effects. The theory of change should then articulate at what level the UN will address the problems, based analysis of the UNs strengths, weaknesses, opportunities and threats (SWOT), mapping of other development partners' priorities, and its comparative advantages.

**Recommendation 9. Humanitarian-development-peace nexus.** The UNCT should consider ways of developing '**collective outcomes**' that encapsulate the work and contribution of both development and humanitarian actors (Lessons learnt 4). This should be informed by a desire to

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move from a fragmented approach to a more integrated programming framework that encourages UN agencies to work together towards common outcomes.

**Recommendation 10. Leveraging its comparative advantage.** The UNCT should consider ways of leveraging its comparative advantage to demand government accountability for its commitments to normative standards and international/regional treaties (Finding 4). More specifically, the UNCT should undertake the following:

- (a) Advocacy for an SDG-based national development plan. This should include ensuring costing and allocating resources for prioritized SDG targets, as well as clear accountability framework for measuring performance;
- (b) Ensure that the government's commitments are more specifically outlined in the UNSDCF; and
- (c) The UN's performance is more closely linked to specific government performance with regards to upholding normative standards and international treaties to which it has committed.

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## I. INTRODUCTION

The Zimbabwe United Nations Development Assistance Framework (ZUNDAF 2016 – 2020) is the overarching strategic programme framework that guides the UN’s collective support to the Government’s national development priorities as articulated, firstly in Government’s economic blueprint developed in 2013 known as Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZimAsset); and then later following the elections in 2018, the Zimbabwe Transitional Stabilisation Programme (TSP).

In accordance with the latest guidelines for UNDAF evaluations, the United Nations Country Team (UNCT) in collaboration with the Government of Zimbabwe (GoZ) commissioned the final evaluation of the ZUNDAF (2016 – 2020). The evaluation was undertaken by a team of three independent evaluators over the period from 17 April to 30 September 2019. The evaluation aimed at documenting the ZUNDAF achievements or lack thereof towards expected outcomes, and record lessons learned to inform future ZUNDAF programming. The evaluation also assessed the effectiveness of the UN agencies in Delivering as One (DaO).

“The independent evaluation of the Cooperation Framework happens in the penultimate year of its period to assess UN contribution to national SDG priorities and to draw lessons to inform subsequent designs of the next Cooperation Framework”.

[Design, Monitoring and Evaluation Companion Piece for the United Nations Sustainable Development Cooperation Framework Guidelines, page 3.](#)

This report presents the findings and conclusions of the end of term ZUNDAF evaluation for the implementation period 2016 - 2018. The report is presented in six chapters as outlined below.

- Chapter 1 introduces the report and rationale for the evaluation.
- Chapter 2 describes the evaluation purpose, objectives, scope and methodology.
- Chapter 3 presents the programme’s background, including the country context and description of the ZUNDAF 2016 - 2020.
- Chapter 4 contains the evaluation’s findings, structured around the evaluation criteria of relevance, effectiveness, efficiency and sustainability;<sup>1</sup> as well as UN guiding principles of (1) leave no one behind, (2) human rights based approaches, (3) gender equality and women’s empowerment, (4) sustainability, and (5) accountability.
- Chapter 5 identifies best practices and the emerging lessons based on analysis of the findings.
- Chapter 6 wraps up the report with a discussion of evaluators’ conclusions, and recommendations to the UNCT and GoZ.

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<sup>1</sup> <http://www.uneval.org/document/guidance-documents>



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## II. OBJECTIVES AND METHODOLOGY

This chapter outlines the scope, purpose, objectives and methodology of the evaluation as agreed between the evaluators and the Evaluation Management Group (EMG) during the inception phase.

### 2.1. Evaluation Objectives

As articulated in the evaluation terms of reference (TORs), the overall purpose of evaluation was to assess the UN's collective results and impact with a view to make recommendations on how the UN could strengthen its performance during the remaining period of implementation; as well as to generate lessons learned on how the UN can reposition itself in light of the changing country context, the UN reform agenda, including the General Assembly Resolution A/RES/72/279 and the new accountability framework. As an end of term evaluation, it was also intended to inform the UNCT's strategic prioritization processes for the formulation of the successor ZUNDAF, while also fulfilling the UN's accountability requirements to the government and development partners.

The ZUNDAF 2016 – 2020 was the sole unit of analysis, covering its implementation from January 2016 to December 2018. The evaluation was based on the five criteria of relevance, effectiveness, efficiency, sustainability and impact as outlined in the United Nations Evaluation Group (UNEG) guidelines.<sup>2</sup> It focused on the four main components of the Delivering as One package<sup>3</sup> to assess whether, and to what extent they were being implemented in Zimbabwe.

The specific objectives of the evaluation were:

- f) To assess the relevance, effectiveness, efficiency, and sustainability of the ZUNDAF results towards the national development priorities.
- g) To assess the effectiveness of the UN Zimbabwe in implementing the ZUNDAF through Delivering as One, including in the context of the evolving UN development system reform agenda.
- h) To generate lessons learned and recommendations to strengthen performance in the remaining period and inform the formulation of the next ZUNDAF.
- i) To recommend on how to realign the Resident Coordinator (RC)/UNCT leadership within the context of GA Resolution A/RES/72/279 to maximize UN impact in Zimbabwe.
- j) To recommend how the UN can enhance the humanitarian-development nexus.

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<sup>2</sup> Programming, Monitoring and Evaluation Handbook.

<sup>3</sup> The evaluation focused on these four components: One Programme, Operating as One, Communicating as One, and One Budgetary Framework.

## 2.2. Evaluation Methodology

As an end of term evaluation, its findings and conclusions were based on analysis of cumulative aggregated data associated with the planned indicators and targets. In particular, the evaluation also assessed whether and to what extent appropriate programming tools were developed and driven by the Delivery as One strategy towards the achievement of desired outcomes.

In line with the latest thinking and best practice as outlined in the 2019 UNDAF guidelines, the evaluation also aimed to analyse the evidence through the lens of the UN's guiding principles of (1) Leaving no one behind, (2) Human rights based approach to development, (3) Gender equality and women's empowerment, (4) Sustainability and (5) Accountability.

The following assessment techniques underpinned this methodological approach:

### **Data collection**

The evaluation used an inclusive and participatory approach. A total of 124 individuals were consulted either through individual key informant interviews (KII) or in focus group discussions (FGDs). The evaluation interviewed 19 KII – Chairs of RGs/HoA; Line Ministry Co-chairs; RC/RCO; Chairs UNCT teams. (Outstanding: Co-chairs HIV, D4D and PRVA); IPs; and donors. It also held 21 FGDs with Result Groups (RGs) and RG subgroups. The list of those interviewed is shown in Annex 2. At all the levels the FGDs strived to achieve gender balance in participation, with women dominating all the community level FGDs. At community level the FGDs with Implementing Partners' (IP) teams and beneficiaries were held in 13 project sites in: Harare Urban (3); Masvingo Urban (1); Masvingo District (1); Murehwa District (3); Mutasa District (2); and Nyanga District (3). The districts visited by the evaluation team were purposively selected to cover each of the ZUNDAF priority areas. Table 1 below shows the projects that were visited and the priority areas under which they fall.

Table 1. Project site visits and related ZUNDAF priority area

Project name	ZUNDAF Priority	District	Province
Service Level Standard Benchmarking	5	Masvingo	Masvingo
Rural Water, Sanitation and Hygiene (WASH)	6	Masvingo	Masvingo
Joint programme on gender equality (3 projects)	2	Murehwa	Mash East
Zimbabwe Resilience Building Fund	4	Nyanga	Manicaland
Multisectoral Community-based Approach to Stunting Reduction	1	Mutasa	Manicaland
Adolescents and Youth Development Project	4 and 6	Harare	Harare
Parliamentary support project (Unpacking marriages bill)	2, 3 and 5	Harare	Harare

Important data was also solicited through an electronic survey of programme staff in the UN agencies, which generated a total of 50 responses<sup>4</sup>.

<sup>4</sup> The evaluation team was unable to establish the population size and therefore the sample is not statistical. The results of the electronic survey may only be indicative and not statistically representative of staff opinion.

The FGDs were undertaken with all the ZUNDAF results groups (RGs), UNCT standing teams, including (i) Programme Management Team (PMT), (ii) Operations Management Team (OMT), (iii) United Nations Communications Group (UNCG), and (iv) Monitoring and Evaluation Group (M&E Group).

In summary, the following data sources and tools used were:


- Desk review of secondary data contained in various reports, including UNDAF RG annual reports and other publications. The list of documents reviewed is in Annex 1.
- Semi-structured individual KII representing a cross section of stakeholders, including UN senior management/heads of Agencies, government officials, development partners and donors. The list of individuals interviewed is in Annex 2.
- FGDs with all UNCT standing team and ZUNDAF coordination structures.
- An electronic survey of UN programme officers.
- Field visits to 13 project sites, including KII with IPs and FGDs with beneficiaries.
- Presentation of preliminary findings to the EMG.
- Validation workshop with key stakeholders, including UN and GoZ officials. The final version of this report incorporates their comments.

### **Data analysis**





A combination of comparative and qualitative analysis was used throughout the evaluation, thereby enabling triangulation of data from multiple sources, including secondary data and primary data sources.

Progress towards planned results was based on assessment of the status of outcome indicators. Particularly noteworthy, the evaluators assumed a straight line progression whereby quantitative targets were assumed to have been 60 percent achieved (i.e. 3 years' performance from planned five-year targets). A rating scale based on a four-color code was used to provide a visual of the evaluators' assessment for each indicator (Table 2).

**Table 2. Outcome Assessment Tool**

Indicator	Baseline and Target	Progress achieved	Assessment*
Indicator 1.1. <As per the ZUNDAF or as amended in annual work plans>	< As per ZUNDAF>	< Most up-to-date data of the indicator>	One of the 4 color codes 
Indicator 1.2. Etc.	Etc.	Etc.	Etc.

**KEY:**

	<b>Achieved:</b> Likely to be achieved if performance > 60%
	<b>On track:</b> Can be achieved with more effort if performance > 50%
	<b>Challenged:</b> Unlikely to be achieved if performance < 30%
	<b>Off track:</b> There is reduction of previous achievements

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## **2.3. Limitations**

A major limitation was that it was not feasible to visit more districts due to logistical constraints, including mainly scarcity of fuel. This was mitigated through intensive discussions with key informants as well as FGDs.

The second major limitation was lack of data at outcome level for some of the indicators, and particularly those indicators that required dedicated survey, which were yet to be done. This was mitigated through use of proxy data obtained from extensive literature research, including web-based publications of reputable institutions such as for example, World Bank and Economic Commission for Africa.

## **III. PROGRAMME BACKGROUND**

### **3.1. Country Context**

Zimbabwe is a landlocked country in sub-Saharan Africa with a population of 13.1 million (as of 2012 census) and projected to grow to 19.4 million by 2032.<sup>5</sup> According to a 2017 Economic Commission for Africa (ECA) report,<sup>6</sup> the population of Zimbabwe is fairly young, with 61.1 per cent of its people under the age of 24, of whom 15.6 per cent are below 5 years of age and 45.5 per cent aged between 5 and 24. The population comprises 48 per cent males and 52 per cent females. 68 per cent (35 per cent female and 33 per cent male) of the population reside in rural areas; while women outnumber men in both urban and rural areas and they constitute 51 per cent of the rural population and 53 per cent of the urban population.

#### **3.1.1. Political context**

Zimbabwe is experiencing a period of political transition with a new government now in office for just over a year following disputed elections in July 2018. The elections also came on the backdrop of a change of the president through what has now become widely known as a 'military assisted transition'. The elections and a political stalemate between the two major political parties that followed do not contribute positively to resolve the social and economic challenges that the country is experiencing. Despite its current vulnerability, the country has not deteriorated to a situation of large-scale violent conflict, although it is associated with a record peacetime decline in welfare.

Following the elections in 2018, the new government launched a Transitional Stabilisation Programme (TSP) reform agenda covering the period from October 2018 to December 2020. The TSP focuses on stabilizing the macroeconomic situation and the financial sector, introducing policy and institutional reforms, including political as well as economic reform measures that are

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<sup>5</sup> Population Projections Thematic Report, 2015; p ix

<sup>6</sup> ECA (2017); Zimbabwe Country Profile, p 19

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aimed at transforming the economy toward private sector-led growth, and addressing infrastructure gaps (GoZ 2018). However, its implementation has entailed some hard choices and trade-offs to make the best use of limited available financing, including austerity measures that have caused shortages of basic commodities, including staple food items and essential medicines and medical supplies, as well as rising inflation. These measures have increased the hardship of the general public, with disproportionate negative impact on the poor and the vulnerable, resulting in the January 2019 fuel-price demonstrations and August cost-of-living demonstrations, which in the short-term can increase the risk of political instability and violence.

### 3.1.2. Governance context

According to the Ibrahim Index of African Governance (IIAG) Zimbabwe's overall governance is categorized as "slowing improvement" which means it's not improving at the rate it should. It is ranked 39<sup>th</sup> on the continent of 54 countries scoring 44.7% in its overall governance score for 2017. The report covers the 10 years from 2008 – 2017.<sup>7</sup>

In the General Overview of the report the Mo Ibrahim Foundation states the IIAG is a tool that measures and monitors governance performance in African countries. The Foundation defines governance as *'the provision of the political, social and economic public goods and services that every citizen has the right to expect from their state, and that a state has the responsibility to deliver to its citizens'*.

Country performance in delivering governance is measured across four key components that effectively provide indicators of a country's Overall Governance performance. Zimbabwe's 2018 ranking and assessment for each category is shown below:

- Safety & Rule of Law, (37/54, slowing improvement);
- Participation & Human Rights, (34/54, slowing improvement);
- Sustainable Economic Opportunity, (41/54, increasing improvement); and
- Human Development (30/54, warning signs).

The GoZ has been undertaking measures to reset international relations, including steps to address some of the historical grievances associated with human rights abuses and land reform. The National Peace and Reconciliation Commission (NPRC) Act was enacted and legally mandates the NPRC to ensure post-conflict justice, healing, and reconciliation; promote unity and cohesion; and peacefully resolve disputes.<sup>8</sup> The Zimbabwe Human Rights Commission (ZHRC), has also reports deploying staff throughout the country for the elections and has continued to deploy teams since the elections to assess the human rights situation around the country.<sup>9</sup>

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<sup>7</sup> [http://s.mo.ibrahim.foundation/u/2018/11/27173840/2018-Index-Report.pdf?\\_ga=2.259128778.1195410440.1551169316-257826390.1551169316](http://s.mo.ibrahim.foundation/u/2018/11/27173840/2018-Index-Report.pdf?_ga=2.259128778.1195410440.1551169316-257826390.1551169316)

<sup>8</sup> <http://www.nprc.org.zw/>

<sup>9</sup> <http://www.zhrc.org.zw/>

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It is also noteworthy that despite these challenges, the country has signed and also ratified a number of international and regional conventions and protocols, which have to a large extent influenced the shaping of its legal and policy frameworks. These include, *inter alia*:

- Universal Declaration of Human Rights;
- Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) (1981) which was ratified in 1991;
- United Nations Convention on the Rights of the Child;
- The International Conference on Population and Development (ICPD) Programme of Action which recognizes that reproductive health and rights, as well as women's empowerment and gender equality, are cornerstones of population and development programmes;
- 2030 Agenda for Sustainable Development (2015);
- The African Charter on Human and People's Rights (1990) and the Protocol on the Rights of Women in Africa, (the African Women's Protocol), also known as the Maputo Protocol (2003); and,
- The African Union's Agenda 2063.

### **3.1.3. Economic context**

According to the World Bank, *'economic growth is expected to have slowed down in 2018 as negative effects of foreign currency and fuel shortages and weaker agriculture weighed on domestic demand and exports. These effects are likely to be more pronounced in 2019 when the GDP is projected to decline. Prospects for donors' re-engagement are hinged on credible political and economic reforms. Poverty levels are likely to increase due to weak economic growth and high inflationary pressures'*.<sup>10</sup>

Furthermore, according to the Reserve Bank of Zimbabwe (RBZ), decent and secure employment remain subdued and the economy continues to grapple with deep and widespread cash shortages that have mainly arisen from sustained higher imports against lower export earnings (Reserve Bank of Zimbabwe, 2017). There has been a decrease in the proportion of households which are consuming an acceptable diet from 63% in 2015 to 55% in 2017 (ZIMVAC, 2017). On account of low public investments and weak budget implementation, social protection interventions in Zimbabwe are unsustainable and tend to cover a small share of the poor (UNICEF, 2018)<sup>11</sup>. According to the World Bank (2016), the GoZ should work to improve the equity of social protection, by identifying and building on strategies that are pro-poor and meet both chronic and transitory needs.<sup>12</sup>

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<sup>10</sup> <https://www.worldbank.org/en/country/zimbabwe/overview>

<sup>11</sup> UNICEF, 2018, *Social Protection 2018 Budget Brief*

<sup>12</sup> The World bank, 2016, *Zimbabwe Public Expenditure Review, Volume 5: Social Protection*

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According to the Africa Development Bank (AfDB), Zimbabwe will experience negative growth of 5.2% of its Gross Domestic Product (GDP)<sup>13</sup>. Policy-related macroeconomic instability; lack of funding, land tenure, and investment regulations; high input costs and outdated machinery; inefficient government bureaucracy; and inadequate infrastructure (particularly energy) remain key challenges for private sector development.

The report also notes that, high and unsustainable debt-to-GDP ratio; the high fiscal deficit; the cash shortages, and limited availability of foreign exchange, which continue to constrict economic activity; and the persistent shortage of essential goods, including fuel and consumer goods, remain the major headwinds for any meaningful economic recovery.

#### **3.1.4. Social Sector**

The 2017 ECA report referenced above cited the Food Poverty Atlas study which notes that, in 2011/12, 62.6 per cent of all Zimbabweans were considered poor and 22.5 per cent of the population was living in extreme poverty.<sup>14</sup>

In the health sector, the ECA noted that while the country had made progress in reducing the incidences of HIV, malaria and tuberculosis, the total health and childcare budget allocation was 8.5% in 2016. This was below the 15 per cent Abuja target and the average for sub-Saharan Africa of 11.3 per cent. As a share of Gross Domestic Product (GDP), the health and childcare budget in 2016 was 0.7 percentage points lower than the sub-Saharan Africa average of 3 per cent (Ministry of Health, 2016), and the per capita health allocation in Zimbabwe was \$24.34, against a SADC regional average of \$146.29. In the education sector, the allocation of 15.8% of the 2018 total budget to primary and secondary education is 6 percentage points lower than the 22% SADC benchmark (UNICEF, 2018)<sup>15</sup>. According to the Education Commission, current levels of investment in education are critically low. To reach the Sustainable Development Goal for quality education (SDG 4), global spending on education must rise annually from \$1.2 trillion per year to \$3 trillion by 2030.

As a result of these and other social indicators, in 2017, Zimbabwe's Human Development Index (HDI) value was 0.535, which put the country in the low human development category and positioned it at 156 out of 189 countries and territories.<sup>16</sup> According to this measure,

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<sup>13</sup> <https://www.afdb.org/en/countries/southern-africa/zimbabwe/zimbabwe-economic-outlook>

<sup>14</sup> The Zimbabwe National Statistics Agency defines poverty as the inability to attain a level of well-being constituting a realistic minimum as defined by society, while extreme poverty represents households whose per capita consumption expenditures fall below the minimum consumption expenditure necessary to ensure that each household member can consume a minimum food basket containing 2,100 calories (Zimbabwe National Statistics Agency, 2013a).

<sup>15</sup> UNICEF, 2018, *Primary and Secondary Education 2018 Budget Brief*

<sup>16</sup> The HDI is a summary measure for assessing long-term progress in three basic dimensions of human development: a long and healthy life, access to knowledge and a decent standard of living.

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Zimbabwe's 2017 HDI value of 0.535 is above the average of 0.504 for countries in the low human development group and below the average of 0.537 for countries in Sub-Saharan Africa.<sup>17</sup>

### **3.1.5. Gender equality**

With regards to gender equality, the 2017 Human Development Report (HDR) indicates that Zimbabwe's female HDI value was 0.513 compared with 0.555 for males. Zimbabwe has therefore a Gender Inequality Index (GII) value of 0.534, ranking it 128 out of 160 countries in the 2017 index, placing the country in the low human development category. The GII measures gender inequalities in three important aspects of human development: reproductive health, measured by maternal mortality ratio and adolescent birth rates; empowerment, measured by proportion of parliamentary seats occupied by females and proportion of adult females and males aged 25 years and older with at least some secondary education; and economic status, expressed as labour market participation and measured by labour force participation rate of female and male populations aged 15 years and older.

The 2018 IIAG report ranked Zimbabwe's promotion of gender equality at 10 out of 54 countries and assessed it as "increasing improvement". Gender equality in the workplace was improving and was ranked 4/54 and showed "increased improvement". Women's labour force participation at 6/54 showed "increased improvement". But there were "warning signs" with regard laws on violence against women and women's political empowerment and women's political representation.

In this context, it was also noteworthy that the National Association of Non-Governmental Organisations (NANGO) noted that the most vulnerable groups that were 'being left behind' were: (1) women and girls, (2) children and young people, (3) people with disabilities, (4) ethnic and religious minorities, (5) lesbian, gay, bisexual and transgender people, (6) rural communities and (7) refugees and migrants.<sup>18</sup>

### **3.2. Government Strategy**

In line with the need to be responsive to national priorities and to the principle of national ownership and leadership, the ZUNDAF was aligned to ZimAsset 2013 - 2018. The ZimAsset framework was modelled around six clusters, namely: (i) food security and nutrition; (ii) social services and poverty eradication; (iii) infrastructure and utilities; (iv) value-addition and beneficiation; (v) fiscal reform measures; and (vi) public administration, governance and performance management.

In December 2015, the government noted that implementation and progress towards expected ZimAsset outcomes had been impaired by considerable internal and external constraints,

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<sup>17</sup> UNDP (2018); Human Development Indices and Indicators: 2018 Statistical Update

<sup>18</sup> <http://nangozim.org/program/leave-no-one-behind-campaign>



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resulting in slower than projected growth.<sup>19</sup> In November 2017, Zimbabwe experienced a change in political leadership, and when the new government was elected after the harmonized elections held at the end of July 2018, it replaced ZimAsset with a new Transitional Stabilisation Programme (TSP). The government articulated a new national vision of “working towards building a new Zimbabwe, a country with a thriving and open economy, capable of creating opportunities for investors and employment”. This was expected to catapult (*sic*) Zimbabwe from a low income to an upper middle income country by 2030.<sup>20</sup>

The two-year TSP that emphasises on the required reforms upon which the subsequent two five-year national development programmes would be built on towards transforming the country into a middle income country. The government’s focus under the TSP is on (a) stabilising the macro-economy and the financial sector; (b) introducing necessary policy and institutional reforms to transform to a private sector led economy; and (c) launching quick-win projects to stimulate growth. In particular, the programme aims to achieve the following key objectives:<sup>21</sup>

- Improved Governance and the Rule of Law;
- Re-orientation of the country towards Democracy;
- Upholding Freedoms of Expression and Association;
- Peace and National Unity;
- Respect for Human and Property Rights;
- Attainment of Responsive Public Institutions;
- Broad based Citizenry Participation in national and socio-economic development programmes;
- Political and Economic Re-engagement with the global community;
- Creation of a Competitive and Friendly Business Environment;
- Enhanced domestic and foreign investment; and
- An aggressive fight against all forms of Corruption.

### **3.3. UN Programme Context (ZUNDAF 2016 – 2020)**

The ZUNDAF was jointly signed by the GoZ and the UN in July 2015, the year that the Millennium Development Goals (MDGs) officially ended. It therefore offered the UNCT an ideal opportunity to focus on the implementation and localization of the Sustainable Development Goals (SDGs). In addition, in March 2016, ‘the UNCT demonstrated its commitment to deliver better results together by officially becoming a Delivering as One country’ thereby presenting the UN with another ideal opportunity to reposition the ZUNDAF *‘as the single most important UN country planning instrument in support of the 2030 Agenda’*.<sup>22</sup>

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<sup>19</sup> GoZ (2015); ZimAsset Mid-Term Review, December 2015, p 64

<sup>20</sup> GOZ (2018); Transitional Stabilisation Programme Reforms Agenda, p 1

<sup>21</sup> Ibid. p xi

<sup>22</sup> Report of the Secretary General: Repositioning the United Nations development system to deliver on the 2030 Agenda: our promise for dignity, prosperity and peace on a healthy planet; September 2017, p 10

The ZUNDAF is designed to provide the GoZ, the UN and development partners with a flexible and agile framework for responding and adapting to the national context. Fifteen outcomes were elaborated to respond to the evolving needs within Government’s priorities as outlined in ZimAsset, while also explicitly linking to the emerging Sustainable Development Goals (SDGs). In addition, the GoZ and UNCT integrated key cross-cutting issues, i.e. Youth; Information and Communications Technology, Data, Resilience, Disaster Risk Management, Culture for Development and Public Private Partnerships. The ZUNDAF also applies the five UN programming principles, of Capacity Development, Environmental Sustainability, Gender Equality, Human Rights-Based Approach, and Result-Based Management.

Major ZUNDAF processes are led and chaired by the UN Resident Coordinator and the Office of the President and Cabinet (OPC), who are jointly accountable for the strategic oversight of ZUNDAF results. Under the UNRC, and in line with the principle of One Leader and One Leadership, the UNCT makes decisions on programming activities as agreed in the ZUNDAF and with Government.

The ZUNDAF has 15 outcomes modelled around the six priority areas. For effective implementation and monitoring, the UN in conjunction with Government of Zimbabwe (GoZ) constituted Results Groups (RGs) for each of the priority areas. The six priority areas, the RG leads and respective budget allocations are shown in Table 3 below.

**Table 3: ZUNDAF Results Groups and Lead Agencies**

	Priority Area	Lead Agencies		Budget (US\$)
		Government Agency	UN Agency	
<b>1</b>	Food and Nutrition Security	Ministry of Agriculture	FAO	300,000,000
<b>2</b>	Gender Equality	MoWACSMED	UN Women	45,000,000
<b>3</b>	HIV and AIDS	MoHCC	UNAIDS	260,000,000
<b>4</b>	Poverty and Value Addition	MoPSLSW	ILO	215,000,000
<b>5</b>	Public Administration and Governance	MoJLPA	UNDP	73,800,000
<b>6</b>	Social Services and Protection	MoPSLSW	UNICEF	748,000,000
<b>TOTAL</b>				<b>1,641,800,000</b>

Table 4 below shows the outcomes under each priority area and the respective number of indicators per outcome. Detailed outcomes and their corresponding indicators will be elaborated in Chapter 4 below.

Table 4. Outcome indicators by priority area

Priority	Outcomes	# of Indicators
<b>Food and Nutrition Security</b>	1. Targeted households in rural and urban areas have improved food and nutrition security	7
	2. Communities are equipped to cope with climate change and build resilience for household food and nutrition security.	3
<b>Gender Equality</b>	1: Key institutions strengthened to formulate, review, implement, and monitor laws and policies to ensure gender equality and women's rights.	3
	2: Women and girls are empowered to effectively participate in social, economic and political spheres and to utilise gender-based violence services	4
<b>HIV and AIDS</b>	1. All adults and children have increased HIV knowledge, use effective HIV prevention services, and are empowered to participate in inclusive and equitable social mobilization to address drivers of the epidemic	4
	2: 90% of all people living with HIV know their HIV status, at least 90% of HIV positive people receive sustained antiretroviral therapy, 90% of those on treatment have durable viral load suppression	5
	3. Key institutions from Government and civil society effectively and efficiently manage a multi-sectoral AIDS response	3
<b>Poverty Reduction and Value Addition</b>	1. Key institutions formulate and implement socio-economic policies, strategies and programmes for improved livelihoods and reduced poverty of communities	4
	2. Increased access to income and decent work opportunities in key value chains and economic sectors, particularly for young people and women	4
<b>Public Administration and Governance</b>	1. Key public sector institutions mobilise, manage and account for resources effectively for quality service delivery	1
	2. Increased citizen participation in democratic processes in line with the provisions of the Constitution and relevant international norms and standards	4
	3. Government and its partners generate and utilise data for development	3
<b>Social Services and Protection</b>	1. Vulnerable populations have increased access to and utilisation of quality basic social services	14
	2. Key institutions provide quality and equitable basic social services	7
	3. Households living below the food poverty line have improved access to and utilisation of social protection services	2
<b>Total number of indicators</b>		<b>68</b>

Source: Compiled from ZUNDAF Results Matrix

The ZUNDAF Results Groups are guided by the 2016-2020 ZUNDAF and its Joint Implementation Matrix (JIM), which captures all UN agency work at the output level, and serves as a tool for improved programme planning, implementation, monitoring and evaluation. The UN agencies that contribute to respective ZUNDAF outcomes are elaborated in Table 4 on page 15. In that regard, this evaluation contributes to the UN's accountability for results as well as informing programming and planning for the next ZUNDAF cycle.

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## IV. EVALUATION FINDINGS

This chapter presents the evaluators' findings based on the evidence generated by the evaluation data collection and analysis methods. The findings are structured around the evaluation criteria of (a) relevance, (b) effectiveness, including *on coordination mechanisms*, (c) efficiency, and (d) sustainability. The findings will also be presented through the lens of the 2019 UN Cooperation Framework guidance and the UN guiding principles of (i) leave no one behind, (2) human rights based approaches, (3) gender equality (4) sustainability, and (5) accountability. The report will also include a section on the humanitarian-development-peace nexus.

### 4.1. Relevance

In this section, the evaluators assessed the extent to which the ZUNDAF and its outcomes were consistent with national and local policies and priorities and the needs of intended beneficiaries. In this context, the evaluation focused specifically on determining whether or not, the ZUNDAF was responsive to the development needs of Zimbabwe and its vulnerable populations; the internal coherence of its design; and the extent to which the UN complemented other partner activities.

#### **Finding 1. The ZUNDAF was aligned with Zim Asset, but even though the challenges remained the same, the transition to a new TSP framework weakened these linkages**

According to the Cooperation Framework guidelines<sup>23</sup> ‘...the Cooperation Framework is nationally owned, and anchored in national development priorities.<sup>24</sup> When it was formulated in 2015, the ZUNDAF was aligned with the current national development framework known as Zimbabwe Agenda for Sustainable Social and Economic Transformation (Zim Asset). In fact, the UN positioned the ZUNDAF as a vehicle “to support national development priorities as informed by the 2013-2018 Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZUNDAF, p9).

Also notably, as will be further elaborated in Section 4.3 below, the design ensured that ZUNDAF implementation would be done “through ZUNDAF Results Groups are (sic) aligned to the Zim Asset architecture, rallying behind nationally led systems and structures to support national ownership and the reduction of transaction costs” (ZUNDAF, p 32). Accordingly, the alignment was illustrated diagrammatically as in Figure 1 below.

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<sup>23</sup> In line with General Assembly resolution 72/279 the new generation of United Nations Development Assistance Frameworks will be renamed the United Nations Sustainable Development Cooperation Framework (UNSDCF).

<sup>24</sup> UNSDCF Internal Guidance, p 7

Zim Asset Clusters	Food and Nutrition Security	Value Addition and Beneficiation	Social Services and Poverty Eradication			Public Administration, Governance and Performance
ZUNDAF priorities	Food and Nutrition Security	Poverty Reduction and Value-addition	Gender Equality	HIV and AIDS	Social Services and protection	Public Administration and Governance

**Figure 1. ZUNDAF Alignment to ZIM Asset Clusters**

**Source: Adopted from ZUNDAF, p 32**

In 2017, there was a change in leadership, which was followed by national elections in July 2018. The new government suspended the Zim Asset and introduced a new transitional agenda known as the Transitional Stabilisation Programme. In this agenda, over the period October 2018 to December 2020, the government aimed to implement the following transitional measures:

- Stabilizing the macro-economy, and the financial sector;
- Introducing necessary policy, and institutional reforms, to transform Zimbabwe to a private sector led economy; and
- Launch quick-wins to stimulate growth.

While by and large the country's development challenges and needs remained the same, on the face of it the ZUNDAF relevance would remain unchanged despite these changes. However, as events have unfolded over the course of time, it has become clear that the envisaged transition entailed some hard choices, including austerity measures, which have had a disproportionate effect on the most vulnerable groups.

In December 2017, the Government of Zimbabwe (GoZ) requested support from the African Development Bank (AfDB), the United Nations, the World Bank Group, and other partners to assess the nature, scale, and scope of needs that would have to be addressed over time. In response, the AfDB, UN and the WB, together with other partners, including academics and research institutions with sectoral expertise, established the Transition Policy Think Tank (TPTT) to undertake the Joint Needs Assessment.<sup>25</sup> The JNA process produced 24 sector notes and a synthesis report, which informed and provided the basis for prioritising national investment needs. The comprehensiveness of the Joint Needs Analysis was further strengthened by the convergence of UN and development partners. Although the JNA formed a critical input into the TSP, some of the development partners and donors that were consulted felt that the timing of the needs assessment just a few months before national elections was not appropriate given that the incoming government would need to develop its own priorities based on its election promises. Some of them also said that they did not see any evidence to suggest that the government had used the joint needs assessment in developing the TSP.

<sup>25</sup> Joint Needs Assessment for Zimbabwe: Identifying the Needs and Challenges

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### **Finding 2. The UN complemented other partners' activities in a context where relations between government and donors were constrained**

Through the ZUNDAF the UN complemented the work of other development partners. Particularly noteworthy, given the rather frosty relations between the government and traditional donors such as the European Union (EU) and other European countries, the UN's role was critical. For example, according to an EU key informant, Zimbabwe was one of the countries where most of EU funding passes through the UN. The informant noted particularly that EU funds for its programmes in the health sector, resilience (agriculture productivity) and governance were passed through the UN system.

The EU also collaborates with the World Bank Group in the area of Public Financial Management. More recently through the UN system, the EU has committed US\$34 million to fund the Spotlight Initiative aimed at eliminating all forms of violence against women and girls, including SGBV, harmful practices, and addressing linkages with sexual and reproductive health rights (SRHR). The Spotlight Initiative is being implemented by six UN agencies, namely International Labour Organisation (ILO), United Nations Development Programme (UNDP), United Nations Educational Scientific and Cultural Organisation (UNESCO), United Nations Population Fund (UNFPA), United Nations Children's Fund (UNICEF) and United Nations Entity for Gender equality and Women's Empowerment and (UNWOMEN) in partnership with the Government of Zimbabwe and civil society organisations (CSOs). The Spotlight Initiative aims to ensure that all women and girls benefit from adequate legislation and policies, gender responsive institutions, violence prevention programmes, essential services, comparable and reliable data, and strong women's movements and CSOs.

With respect to partnership with the World Bank, some stakeholders observed that while the World Bank is a signatory to the ZUNDAF, its collaboration at the level of programme planning, programming, monitoring and reporting is very limited (if at all). As will be elaborated in Section 4.3 below, the ZUNDAF implementation is done through ZUNDAF Results Groups, which are co-chaired by a UN lead agency and lead line Ministry, with participation of UN agencies contributing to a particular result area. The World Bank does not participate in any of these Results Groups.

### **Finding 3. The priority areas addressed key areas of vulnerability but the design lacked collective theory of change**

The six priority areas individually address the key areas of vulnerability in Zimbabwe. A review of the Common Country Analysis (CCA) that was undertaken in 2014 shows that the UN did address the issue of 'leaving no one behind' and identified those that were left behind and where those people lived. This was done at sectoral level. For example, the CCA noted that *"A major challenge in Zimbabwe's justice system is (sic) the limited access to justice and inadequate access to government legal aid services. Although the Ministry of Justice Legal Aid Directorate has started a process of decentralisation, it is still not adequate for the whole country. In such*

circumstances, the poor and vulnerable population especially women, children, youth, unemployed, landless and people living with disability cannot access justice due to the prohibitive costs” (CCA p17).

In yet another excerpt, the report noted that “The poverty gap index among people in rural areas is 42.8% compared to 15.5% in urban areas. Among the rural poor, the degree of inequality is also widespread indicating a 25.4% poverty severity index as compared to 7.2% in urban areas. This indicates that poverty in rural areas is not only widespread, but it is deeper and more severe than in urban areas” (CCA, p37). “There is significant variation in prevalence of poverty among households within and across provinces. Matabeleland North, Mashonaland Central, Matabeleland South, Manicaland and Mashonaland West provinces have poverty prevalence levels of above 70%. However, Matabeleland North Province has the highest rate of poverty with the prevalence of household poverty standing at 81.7% and extreme poverty at 36.9% as seen in Table 3.5. In fact, compared to other provinces, Matabeleland North is the most affected province in terms of each poverty index with a poverty gap index of 44.8% and a poverty severity index of 28.3%”. (CCA, p 38)

Clearly an attempt was made to identify the most vulnerable groups and where they lived, but this was not clearly reflected in the indicators. UN interventions take place within geographical spaces (national or selected districts) and time, and the UN’s contribution-attribution decreases along the results chain.

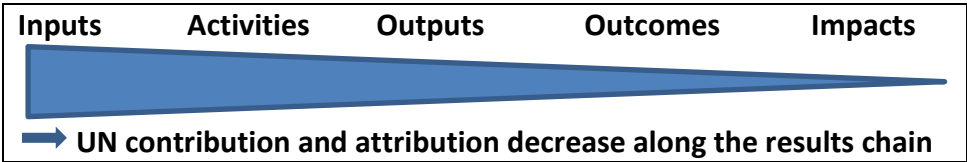


Figure 2. UN's contrubution - contribution along the results chain

The UN’s capacity to influence national indicators through targeted activities/projects was limited, given the scale of interventions. For example, the HSCT programme was implemented in 23 districts and reached about 63,000 people in a context where there are 250,000 ultra-poor households. Using this as an example, an appropriate ZUNDAF indicators could be formulated as follows: **Number or proportion of ultra-poor households in 23 districts reduced.** This will make it possible for the evaluation to assess the UN’s contribution to poverty reduction only in the 23 districts, without the UN efforts being diluted by the underperformance at national level. The UN should limit its performance indicators to the specific geographic spaces where they have operations to enable measurement of UN contribution and attribution.

Although this is seen from the perspective of design, and in terms of accountability, it also reflects the larger challenge of lack of collective ‘theory of change’. A theory of change enables the UN to approach and address the problem holistically. According to the new Cooperation

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Framework guidelines “To leave no one behind, the theory of change must address structural barriers to equality, resources and opportunities, and any discriminatory laws, social norms and stereotypes that perpetuate inequalities and disparities.”<sup>26</sup> Clearly, this gives a basis for more informed and comprehensive joint programming among different UN agencies.

#### **Finding 4. The ZUNDAF was aligned with the Sustainable Development Goals (SDGs)**

The ZUNDAF was developed in 2015, in the year that the Millennium Development Goals (MDGs) officially ended, although the SDGs were not yet fully developed, particularly with respect to finalization of their indicators. Despite that, as noted in the ZUNDAF document “...the UN will continue to follow through on the MDG commitments, including those made in previous ZUNDAFs, while supporting Zimbabwe to embrace and work towards the implementation of the post-2015 International Development Agenda through the Sustainable Development Goals” (page 12).

A 2017 report on SDGs noted that Zimbabwe was fully committed itself to Agenda 2030; and that sustainable development was a core constitutional imperative and an overall strategic objective for the country.<sup>27</sup> The report noted that Zimbabwe’s Constitution guarantees political, civil, economic, social and cultural rights for all citizens, which rights were clearly articulated and provided for in the Bill of Rights, and were justiciable; while also Chapter 12 initiatives on oversight bodies, including the National Peace and Reconciliation Commission, Anti-corruption Commission, Zimbabwe Human Rights Commission, Gender Commission and the Universal Periodic Review of Human Rights, had created a strong foundation for building an inclusive and peaceful society for sustainable development.

The UN supported the government to localise SDGs, resulting in identification and selection of 10 priority SDGs for the country. According to a 2017 report, Zimbabwe committed itself to implementing all the SDGs with emphasis on 10 SDGs (2, 3, 4, 5, 6, 7, 8, 9, 13 and 17) – see also Table 5 below. The prioritisation exercise was guided by the country’s vision, the need to focus on enabling Goals, resource availability and unfinished business in the MDGs.<sup>28</sup>

Development partners and other stakeholders were concerned that the SDGs appeared to have been reduced in importance in the aftermath of the TSP when SDG coordination was moved from the then Ministry of Macro-Economic Planning under the overall coordination of the Office of President and Cabinet (OPC) to the Ministry of Public Service, Labour and Social Welfare (MoPSLSW). They noted that since SDGs cut across several sectors, their coordination was best handled within the OPC which has more convening power and can demand performance and accountability over line ministries.

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<sup>26</sup> UNSDCF Internal Guidance, p 17

<sup>27</sup> High-level Political Forum on SDGs: Compilation of Executive Summaries, p 132

<sup>28</sup> Zimbabwe Voluntary National Review (VNR) of SDGs For the High Level Political Forum, p12



That notwithstanding, a review of the ZUNDAF annual reports shows that they did not contain any reference to SDG indicators.

Table 5. Alignment of SDGS, national objectives and ZUNDAF priorities

SDG goal	National Objective	ZUNDAF Priority
2 - Zero Hunger	Agriculture, food security and nutrition	Priority 1. Food and nutrition security
3 – Health and wellness	Health	Priority 6. Social services and protection; Priority 3. HIV and AIDS
4 – Quality education	Education	Priority 6. Social services and protection
5 – Gender equality	gender and women empowerment	Priority 2. Gender equality
6 – Water and sanitation	Water and sanitation	Priority 6. Social services and protection
7 – Affordable clean energy	Energy	Priority 4. Poverty reduction and value addition
8 – Decent work and growth	Economic growth	Priority 4. Poverty reduction and value addition
9 – Industry, innovation and infrastructure	Infrastructure	Priority 4. Poverty reduction and value addition
13 - Climate	Combating climate change	Priority 4. Poverty reduction and value addition
17 - Partnerships	Financing	Priority 5. Public administration and governance

Summary of Key Findings on ZUNDAF Relevance

The results of the electronic staff survey reveal an interesting observation about the ZUNDAF relevance (Figure 2). It is quite noteworthy that majority of the programme staff chose not to respond to the questions relating to its alignment with the country’s development priorities or its relevance with regards to ‘leave no one behind’. While their reasons for not responding are unknown, the fact that there were options for ‘don’t know’ and ‘neither agree nor disagree’, probably means that they were unfamiliar with substance of the issues, i.e. national priorities or ‘leave no one behind’.

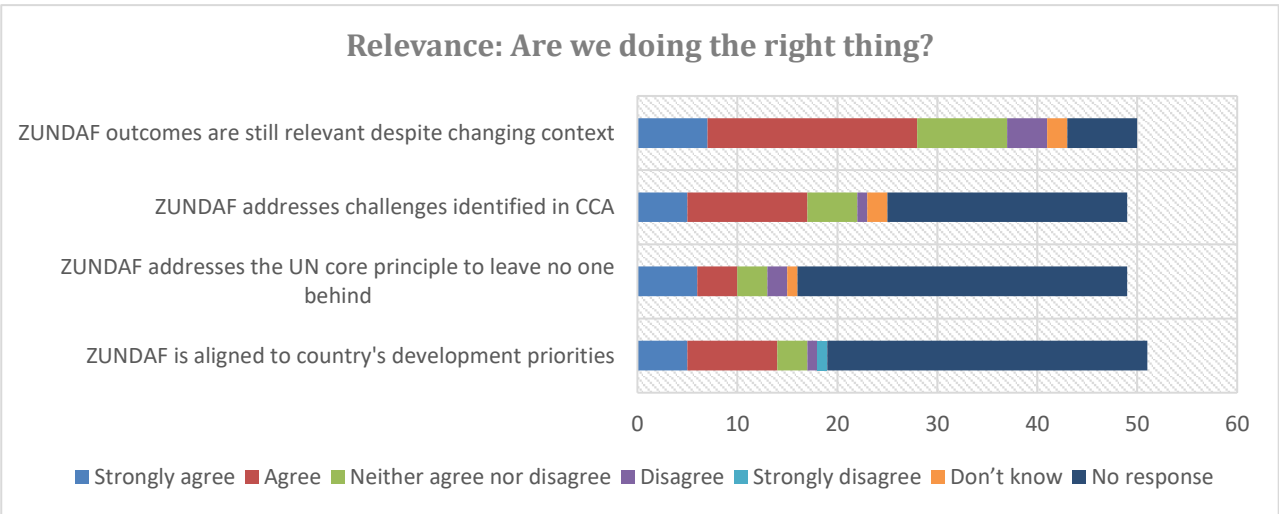


Figure 3. Electronic staff survey responses on relevance

According to the 2017 UNDG guidelines, the criterion for assessing the UNDAF's quality of its relevance and strategic focus, is measured against six specific quality standards using a rating scale of 1 – 5; where a ranking of "5" means that the quality criterion has been fully met; and "1" means that it is not reflected at all.<sup>29</sup>

**Table 6. Overall Assessment of ZUNDAF Relevance**

#	Detailed description of quality standard	Ranking	Basis for the assessment
1.	The UNDAF supports national sustainable development priorities, and supports the localization, implementation and monitoring of the SDGs.	4	ZUNDAF priorities and outcomes <i>were strong</i> aligned to Zim Asset, and SDGs.
2.	The UNDAF supports and contributes to internationally-agreed sustainable development goals and regional sustainable development priorities.	3	The UN's collective contribution to SDGs is not explicitly articulated through SDG indicators, due to delays in finalization of the SDG M&E framework.
3.	The UNDAF priorities are underpinned by a theory of change based on available evidence and disaggregated data, including evaluations from earlier programme cycles.	2	The ZUNDAF lacks a theory of change. However, it has a Results, Monitoring and Evaluation framework
4.	The UNDAF addresses immediate, underlying and root causes of poverty and inequalities, fosters inclusiveness, and reduces inequalities and discrimination to ensure no one is left behind.	2	Without the theory of change, the ZUNDAF interventions do not demonstrate that structured approach
5.	The UNDAF builds upon a holistic and objective country assessment of the current situation, evidence of the UN system's comparative advantage, evidence-based approaches and potential future risks.	4	A CCA was done and it informed the ZUNDAF formulation. Periodic situational updates were undertaken by the Team of Policy Advisors, as well as the 2018 AfDB-UN-WB Joint Needs Assessment exercise.
6.	The UNDAF adequately considers the likelihood of crisis, instability, conflicts, serious violations of human rights and humanitarian law, and who might be affected.	3	National disaster risk management (DRM) - early warning, response and recovery, is weak. However, a number of UN agencies have adopted a Crisis Modification Approach and jointly supported the strengthening of the national DRM capacity, e.g. through the Capacity for Disaster Risk Initiative (CADRI).

## 4.2. Effectiveness

The focus in this section was to assess whether or not the planned outcomes were being achieved; and the degree of causal association between the UN's interventions and the

<sup>29</sup> UNDAF Guideline 2017; Annex 1, p 33

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outcomes. The evaluation also gave specific attention to effectiveness of the UN ‘delivery as one’ approach, to determine the extent to which the UN leveraged its collective comparative advantage to enhance its results achievement.

**Finding 5. The UN’s positioning as a neutral and impartial broker contributed to cushion vulnerable groups and helped to bring stability in volatile situations**

The first three years of ZUNDAF implementation coincided with one of the most volatile periods in the country’s history, in which the UN’s normative and advocacy footprint, though sometimes understated, is clearly visible.

In the ZUNDAF’s first year - 2016 - Zimbabwe experienced some challenges, some of which had indirect profound impact and characterised the rest of the period under review. The economy underwent a liquidity crisis that resulted in unprecedented loss of jobs and increase in poverty. The projected economic growth rate was revised downwards to 0.6% from the initial forecast of 2.7%,<sup>30</sup> while the trade deficit of US\$ 1.99 billion increased the pressure on liquidity, and was also affected by a 17% decline in Diaspora remittances. This was compounded by a severe El Niño-induced drought that left 5.2 million vulnerable people – 40 % of the total population – food insecure; thereby necessitating a shift in UN attention from longer term development assistance to shorter term humanitarian assistance.

This was followed in 2017 by further unprecedented developments leading to a change of political leadership and subsequently elections in 2018. Based on key informant interviews, the UN was influential in stabilising the situation at various levels though mostly its footprint may be invisible. For example, the UN contributed to address the challenges around declining Diaspora remittances by supporting the establishment of a Directorate in the Ministry of Economic Planning and Investment Promotion to enhance engagement with the diaspora for investment and promotion of remittances. With regards to increasing unemployment and rising poverty levels, the UN supported the establishment of a National Social Protection Policy, which led to the allocation of US\$ 1.2 million for a pilot Harmonized Cash Transfers (HCT) initiative using a bio-metric system.

Furthermore, the UN continued its advocacy for greater citizen participation and engagement in democratic processes in accordance with the Constitution of Zimbabwe, international norms and standards. During the Second Universal Periodic Review (UPR) cycle at the Human Rights Council in Geneva in 2016, 260 recommendations were issued on Zimbabwe. The UN supported the development and adoption of an implementation action plan and tools by a broad spectrum of stakeholders in the country, to expedite the rollout of the recommendations and acceptance by the GoZ.

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<sup>30</sup> 2016 ZUNDAF Annual review

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As part of the electoral assistance programme, the UN supported the Zimbabwe Electoral Commission (ZEC) to set up the Biometric Voter Registration (BVR) System, which was used to develop the biometric voter register for the 2018 elections. For the first time in Zimbabwe's history, elections were held using a BVR system leading to a searchable soft copy of the voters' roll, which was commended by independent elections monitoring institutions. In collaboration with civil society organisations, a widespread voter education campaign, a total of 5.69 million voters were registered, which was approximately 80% of the eligible citizens according to ZIMSTAT. Noting that in previous elections the voters' roll was highly contentious, a physical inspection process was successfully introduced and undertaken by 1.48 million voters, with 3.2 million voters receiving their details on the mobile telephone short message service (SMS). The voter turnout of 85% (4.85 million voters). UN was also instrumental in fostering dialogue between CSO, political parties and the electoral body. Furthermore, UN helped establish a platform amongst the electoral, human rights, gender and national peace and reconciliation commissions to ensure coordinated support to promote a peaceful electoral environment.

Although disputed by the losing candidate, the elections were hailed for their peaceful conduct, resulting from a UN-influenced compact in which political parties committed to a peaceful campaign and election. In addition, there was opening up of the democratic space in the period leading to, and during the elections, which for the first time allowed the increased participation of civil society, development partners and a range of political parties in the election process.

Without a counterfactual, the UN's role will always be understated, but stakeholders, including notably bilateral donors, agree that the UN is seen as an impartial and neutral broker, thereby positioning it as the government's trusted and influential partner.

#### **Finding 6. ZUNDAF results were mixed across outcomes, with some experiencing declining performance due to unfavorable socio-economic conditions in the country**

UN agencies worked at both upstream policy level as well as downstream at community level. Many of the UN's interventions were catalytic aimed at piloting innovative approaches and solutions. Some of these interventions were successful. In Nyanga district, the UN supported farmers, especially women farmers to diversify their livelihoods to non-timber products. The interventions thus embraced key crosscutting themes, including gender equality and sustainable environment.

##### **4.2.1. Priority 1: Food and Nutrition Security**








The ZUNDAF priority on Food and Nutrition Security contributed towards **SDG 2** to "End hunger, achieve food security and improved nutrition, and promote sustainable agriculture". The UN strategy was collaborate with stakeholders in agriculture, social protection, health, nutrition, environment, as well as water and sanitation sectors to address food and nutrition insecurity using a multi-sectoral approach.

The UN contributed to two outcomes under this priority. The ZUNDAF strategy was consistent with the UN's values and principles, including notably 'leave no one behind', human rights based approaches (HRBA) and gender equality. The UN noted in the ZUNDAF document that *"...the number of food-insecure households reported in the 2014 Zimbabwe Vulnerability Assessment Report shows an unstable pattern, with women and children most affected. It is therefore important to ensure that these groups are covered in all interventions aimed at addressing food and nutrition insecurity"*. In the field visit to Mutasa district, it was noted that the district was the second most affected by stunting after Chipinge district, and the UN had targeted both districts.

### Outcome 1.

As at the end of December 2018, the results achieved were mixed (Table 7), with signs that some of the outcome indicators were experiencing negative progression, due to the unfavorable economic conditions and their impact on the poor.

**Table 7. Status of Outcome 1.1 indicators as at the end of December 2018**

Outcome 1.1. Targeted households in rural and urban areas have improved food and nutrition security.			
Indicators	Baseline and Targets	Status (2018)	Assessment
1.1. Change in agricultural productivity	<b>Baseline:</b> 0.85MT/Ha (maize) <b>Target:</b> 1.5MT	0.48t/ha	 The yield/ha has gone below baseline
1.2. Proportion of households consuming an acceptable diet	<b>Baseline:</b> 68 % <b>Target:</b> 80%	55%	 There is negative progression
1.3. Proportion of stunted children under 5 years of age,	<b>Baseline:</b> 27.6% National <b>Target:</b> 20%	26.2%	 There was only marginal improvement
1.4. Proportion of children 0-5 months, exclusively breastfed	<b>Baseline:</b> 41% <b>Target:</b> 50%	61%	 The target was exceeded even with 1 year remaining
1.5. Proportion of children 6-23 months, on min acceptable diet	<b>Baseline:</b> 14% <b>Target:</b> 25%	4%	 The 2018 results are way below the baseline value for 2014/15
1.6. Proportion of women 15-49 years with any anemia	<b>Baseline:</b> 26% <b>Target:</b> 19%	No data	 No assessment due to unavailability of data
1.7. Change in Women Empowerment in Agriculture Index (ownership, purchase, sale or transfer of assets)	<b>Baseline:</b> Ownership (M 94%, F 86%), Purchase (M 84%, F 72%) <b>Target:</b> 50% reduction in gap	49% women reporting improved ownership and control of assets (LFSP)	 Incomplete data.

**Source:** Results Group 1

The data in Table 7 paints a dire picture in which the only target to have been achieved was on exclusive breastfeeding (EBF). The increase in the proportion of food and nutrition insecure households was attributed to the 2016 El Niño weather phenomenon that resulted in drastic reduction in grain production (maize reduced from 0.7 mt/ha to 0.62 mt/ha) while small grains (sorghum and millets) remained the same.<sup>31</sup> The 2016/17 consumption year food insecurity

<sup>31</sup> 2016 ZUNDAF Annual Report

prevalence is 40% higher than that for the 2015/16 consumption year during the peak hunger period.

### **Key achievements**

At the output level, the UN made some notable contributions which were not reflected in the outcome indicators. The UN supported the Government to review policies, including the following: (i) Mechanization and Irrigation, (ii) Forestry, (iii) Climate Change, (iv) Renewable Energy, (v) Flood Plain Development Framework, (vi) Land Tenure and (vii) Interim report on consensus based compensation; and strategies such as Foot and Mouth Disease and Drought Mitigation.

In the nutrition sector, the UN worked closely with the Government at national and sub-national levels to strengthen district-level capacity to prevent stunting, and upscaled the joint Mutasa district stunting prevention project to six additional districts. Over 120,000 smallholder farmers were trained in bio-fortification processes; while also maize and bean test-packs were distributed to households, schools, and health centers in these districts. The UN supported the development of the national food-based dietary guidelines by the ministries of Agriculture and Health.

As of December 2018, 98% of health facilities were manned by at least one health worker trained in Integrated Management of Acute Malnutrition; while also 88% of pregnant women received at least one supply of Iron Folic Acid (IFA) during their previous pregnancy, and 69% of lactating mothers undertook early initiation of breastfeeding, which is closely associated with higher child survival. According to the National Nutrition Survey 2018, the country registered 61% EBF, which is higher than the 50% World Health Assembly (WHA) target.<sup>32</sup>

### **Outcome 2**

Based on the outcome indicators, it was unlikely that the expected results would be achieved, as some of the indicators (Table 8) show a deterioration of the situation.

**Table 8. Status of Outcome 1.2 indicators as at the end of December 2018**

Outcome 1.2. Communities are equipped to cope with climate change and build resilience for household food and nutrition security			
Indicator	Baseline & Target	Status 2018	Assessment
2.1. Proportion of households adopting climate smart agriculture production technologies	<b>Baseline:</b> 27.9% <b>Target:</b> 50%	53% practicing at least 5 CSA technologies (LFSP)	● Achieved
2.2. Prevalence of households with moderate or severe hunger (HHS-Household Hunger Scale)	<b>Baseline:</b> 14% <b>Target:</b> 8%	16%	● No progress towards the indicator target
2.3. Percentage of households with access to positive coping strategies	<b>Baseline:</b> 79% <b>Target:</b> 90%	63% not adopting coping strategy or plus 15% in stress	● No progress towards the indicator target

Source: Results Group 1

<sup>32</sup> 2018 ZUNDAF Annual Report

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The above data shows that two of the three outcome indicators have become worse than they were at baseline in 2015. One of the reasons is that the indicators are measuring national level data, and not just the UN's contribution. The UN should develop indicators that measure results from their interventions. This will enable the UN to demonstrate positive development change in the geographic areas or groups that they target. In such case, it would be worrying if for example, the Household Hunger Scale increased in the districts that the UN is working, even if there was a decline in the aggregate national data. This will be discussed further under the M&E section.

### ***Key achievements***

Some output level results were not reflected by the outcome indicators. By applying a learning approach, the UN realized that over the last two or three UNDAF cycles UN agencies and other actors have responded to the high levels of food and nutrition insecurity in Zimbabwe through a number of humanitarian responses, but this had not contributed significantly to addressing the underlying causes of vulnerability and food insecurity.

The UN partnered with the EU and UK Aid to address this gap by developing the Zimbabwe Resilience Building Fund (ZRBF) programme to support resilience building activities in eighteen vulnerable districts. The programme was being implemented by seven Consortiums with a total membership of 12 non-governmental organisations (NGOs). Some of the notable results achieved included:

- Strengthening resilience of communities to cope with the effects of climate change. 524,682 people, of which 346,290 (66%) were women, representing 22% of the total rural vulnerable population accessed resilience building support through various interventions. A 2018 survey in the operational districts revealed an increase in vulnerability perception index from 3.2% of households in 2015 to 27.4%.
- In response to the El Nino induced drought, the UN activated a \$4.9 million crisis modifier by targeting approximately 226,797 people (60% of them are women) with a variety of interventions, including smart input subsidizes, fodder production and preservation, borehole rehabilitations and other water harvesting assets.
- In the livestock sector, the UN supported the Government to respond to the outbreak of the highly pathogenic avian influenza (HPAI) of the (H5N8) strain in May 2017, as well as the invasive Fall Armyworm (FAW) which had spread to all provinces within the country.

The UN approach leveraged on local resources and endowments for sustainable income generation to enhance livelihoods, thereby enabling communities to quickly adapt. The approach also focused on women and youths, who constitute the majority of the rural poor and the most in need of productive asset support to sustain livelihoods. The UN also collaborated with private sector partners to enhance market access for vulnerable productive households as a solution to poverty reduction. In 2018 alone, products with total value of \$255,798 were delivered to the market benefiting over 500 producers in Chiredzi, Buhera, Nkayi, Gokwe South, Lupane and Binga districts. According to internal UN reports, average agricultural incomes

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increased by 35.7% across three of the districts that were supported in market linkages, exceeding the planned target of 25% increase in income. Prices of commodities also increased as a result of support to value addition and marketing support e.g. raw honey prices rose from \$1.80/kg to \$2.20/kg and to \$4/kg for processed honey.

In some districts the support resulted in an increase in households with secure access to livelihood assets (rating 4) to 15.2% from a baseline value of 3.2%. The majority of the households (57.5%) also moved to moderate access (rating 3). In Buhera District, households with secure access (rating 4) increased to about 25% from 3.4% at baseline. The evaluators observed that some of the projects lacked the critical scale to make a difference in the lives of target beneficiaries (see case study below).

#### **Case study: Progressive Cooperative, Nyanga**

The project was started in 2018 by 24 women and 4 men as a resilience building initiative. The project sought to address critical resilience issues including: livelihoods diversification; malnutrition and food insecurity; and women economic empowerment. The core business of the project was value addition to fruits and vegetables mainly through drying and packaging. The project also processed herbal teas from indigenous plants. Progress for Growth and Resilience (PROGRESS) – a UN implementing partner (IP) for the Zimbabwe Resilience Building Fund (ZRBF), supported Progress Cooperative with solar driers. PROGRESS is a consortium of five (5) NGOs with a ZRBF grant of US\$5,358,627.

At the time of the field visit, the group had reduced in number to ten members. The evaluation observed that, the project being an income generating project, had no critical mass in terms of investment to generate sufficient income for the group. The group was operating from the home of one of the group members who had allocated a room, outside space and a garden to the project. In terms of assets the project had a solar drier, a few plastic buckets, dishes and a few packs of dried fruits in stock. Over the previous month the project only realised as little as Z\$260 in sales, which translated to about US\$1 per member. Overall, the project did not have a strong capital base and market linkages for sustainability.

#### **4.2.2. Priority 2. Gender equality**

The 2013 Constitution of Zimbabwe outlaws discrimination against women and abolishes, all “laws, customs, traditions, and practices” that infringe upon women’s rights and equality with men. Furthermore, Zimbabwe is a state party to key regional and international human rights instruments such as the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW), the Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa, and international labour standards on gender equality.

The UN noted that “...despite the legal commitment to gender equality at the international, regional and national levels, women and girls in Zimbabwe continue to face a myriad of challenges in the political, social and economic spheres as a consequence of gender inequalities






and imbalances”<sup>33</sup>. Earlier in 2014, the UN had also noted in its CCA report that the exercise of women’s rights is negatively impacted by harmful cultural and religious practices, subordination in the public and private spheres, patriarchal attitudes, lack of skills, and power imbalances in all spheres of life. The manifestations of gender inequalities were highlighted as: (a) the high prevalence of violence against women and girls, which poses a major challenge to their advancement and empowerment; (b) high rates of child marriages and pregnancies; (c) high maternal mortality rates; and (d) high vulnerability of adolescent girls and young women to HIV and sexually transmitted infections.

The UN aimed to address these challenges through the ZUNDAF and decided on a two-track approach in which the first track consisted of a stand-alone gender priority area to address specific gender inequality issues, including notably (1) aligning statutory laws and policies to the new Constitution, and (2) addressing specifically issues of sexual and gender-based violence (SGBV) as well as women’ participation in decision-making. The second track would consist of mainstreaming gender equality and women’s empowerment (GEWE) across all priority areas. The UN contribute to two outcomes under this priority area. As of December 2018 the ZUNDAF results achieved shown in Tables 9 and 10.

### Outcome 2.1

The outcome indicators reflect good progress with respect to UN support at upstream level with regards to institutional strengthening, although progress was slower in the area of review and aligning laws with the constitution.

**Table 9. Status of Outcome 2.1 indicators as at end of December 2018**

<b>OUTCOME 1: Key institutions strengthened to formulate, review, implement, and monitor laws and policies to ensure gender equality and women’s rights.</b>			
<b>Indicators</b>	<b>Baseline and Targets</b>	<b>Status (2018)</b>	<b>Assessment</b>
1.1. Number of laws and policies reviewed and/or enacted in the social, economic and political sectors in line with the GEWE provisions in the Constitution	<b>Baseline:</b> 2 (Electoral Amendment Bill, Gender Commission Bill) <b>Target:</b> 20 Laws and Policies reviewed and /or enacted	(1) Electoral Act; (2) National Diaspora Policy; (3) National labor Migration Policy (4) Electoral Commission gender Policy (5) National gender Policy. Also National Action Plan on ending Child Marriages developed in 2016	 More focused effort required to achieve the targets.
1.2. # of programmes implemented in line with Gender Equality and Women’s Empowerment (GEWE) Constitutional provisions, legislative and Policy framework	<b>Baseline:</b> 0 <b>Target:</b> 10	Six new programmes: (1) Global Fund ATM; (2) JPGE; (3) 50/50 Programme; (4) Gender Peace and Security; (5) ZERO Tolerance and (6) Spotlight Initiative	 The target is on track, and is likely to be achieved
1.3. Number of Ministries and local authorities with allocations for gender related issues	<b>Baseline:</b> 6 ministries, 6 local government authorities <b>Target:</b> 12 Ministries; 24 local government authorities	12 Ministries 24 local government authorities	 The target has been achieved

<sup>33</sup> ZUNDAF document, p 17

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As reflected in Table 10 above, out of the intended 20 laws and policies to be reviewed, five had been reviewed by December 2019. The indicator can still be achieved in the remaining timeframe. The other two indicators were also on track with high likelihood that they will be fully achieved in the remaining timeframe.

### ***Key achievements***

There were also notable results achieved at output level, including particularly in the area of capacity building, where notable results include:

- Capacity and institution building of the Women's Parliamentary Caucus, as well as the Gender Commission and the Zimbabwe Electoral Commission (ZEC). In the case of the Gender Commission, the UN provided support for development of operations manuals for investigations and complaints handling, human resources, finance and administration as well as media and communication strategies;
- Formulation of the Strategy for Gender Mainstreaming in ZUNDAF to ensure that its implementation is gender balanced, inclusive and in line with the central SDGs theme to 'leave no one behind'; and
- Oversight for the implementation of the gender scorecard to assesses progress within the UN system on gender mainstreaming and the promotion of gender equality.

The UN also trained 51 GBV specialized actors in Harare (including CSOs, Government Ministries, NGOs, Chapter 12 Commissions and community-based organisations (CBOs) on gender-based violence (GBV) in Emergencies (GBViE) preparedness and response. The GBV Prevention and Response programme was subsequently handed over to the MoWACSMED to roll out at district level. Furthermore, the UN conducted training on the GBV Inter-Agency Standing Committee (IASC) Guidelines for Integrating GBV interventions in Humanitarian Action for all sectors to 49 key stakeholders thereby enhancing the capacity of several key players to deliver gender sensitive humanitarian interventions.

To improve the effectiveness of sentencing patterns for rape crimes, the UN supported work to articulate special circumstances for mandatory rape sentencing, as a basis for the amendment to Section 65 of the Criminal Law (Codification and Reform) Act. This was done in collaboration with academia and civil society and resulted in a submission of a proposal to the Ministry of Justice, which had unfortunately lapsed after the July elections.





### ***Outcome 2.2.***

The second outcome under the gender equality priority area is targeted at achieving gender equality results for the rights holders and empowering them to exercise their rights. By 2018, the results achieved were mixed (Table 10).

The UN supported the MoWACSMED to launch the Zimbabwe Women's Microfinance Bank. The new bank seeks to champion women's financial inclusion and empowerment through availing them with affordable funding options to start their own enterprises. By June 2018, 12,000

women had filled in application forms for loans, while 8,850 had opened accounts with the bank countrywide.<sup>34</sup>

**Table 10. Status of Outcome 2.2 indicators as at end of december 2018**

OUTCOME 2: Women and girls are empowered to effectively participate in social, economic and political spheres and to utilise gender-based violence services			
Indicators	Baseline and Targets	Status (2018)	Assessment
2.1. % of Women in decision making positions (parliament, Cabinet, local government, public service, Independent Commissions, Parastatals, Judiciary and private sector)	<b>Baseline 2013:</b> Women Members of Parliament - 32% Women in Senate - 48% Women in Cabinet - 11.5% Women in local government - 16%  Women parliamentary candidates: ZEC data MDC - 20%; MDC-T - 9% ZANU-PF - 12%; Independent - 7%  <b>Target:</b> 50% women representation in all institutions (Section 17 of the Constitution)	Parliament – 12.4% Senate – 43.7%  {Other – 2018: Ministers of state – 50%; Vice President's Office – 50% deputy ministers - 28.5%; Cabinet - 30%	 Number of women in Parliament and Senate went down; while number in Cabinet increased albeit still below the 50% target
2.2. % of women and girls, including those with disabilities, who report having used Gender Based Violence (GBV) services (police, legal, medical and psycho- social) after being abused	<b>Baseline:</b> 15% report to police and 2.2% seek help from social service organizations (2010-2011 ZDHS) <b>Target:</b> 20% report to the police; 10% seek help from social service organisations by 2020	Report to police - 20%; Seek help from social service org. - 10%	 The targets have been achieved.
2.3. Rate of teenage pregnancy	<b>Baseline:</b> Young women aged 15 – 19 years: Child bearing – 24.2% Live birth - 0.6% (MICS 2014) <b>Target:</b> 20% by 2020	Child bearing - 22% (Zimbabwe Human Rights Manifesto 2018)	 The data sources are different and may not be comparable.
2.4. % of women, including those with disabilities, participating in the value chains in key sectors of the economy such as agriculture, mining, tourism and trade	<b>Baseline:</b> Agriculture – 54%; Mining - 10.8% Trade Industry – 62.1% Tourism - 15.3% (arts, and recreation) (Labour Force Survey, 2014) <b>Target:</b> Agriculture – 60%; Mining – 12.5%; Trade Industry – 65%; Tourism – 18% (arts and recreation)	Agriculture - 60% Mining - 12.5% Trade - 65% Tourism - 18%	 Data is not consistent. Baseline is from national data; while progress was measured at project level

The mixed results that are illustrated in Table 10 above are indicative of the complexity of the challenge in general, and more specifically complexity of measuring performance. As mentioned earlier, the UN combined a standalone gender priority with a mainstreaming strategy. The challenge is on measuring the UN's contribution from mainstreaming activities. A review of the ZUNDAF annual reports illustrates the point:

<sup>34</sup> ZUNDAF Annual report, 2018 p 15

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In the 2016 report, the UN note “Programming still needs to be strengthened through the use of available gender statistics and a gender analysis to make gender mainstreaming more visible in the work of UN agencies. Further, the gender issues that have been identified are not fully resourced. Even though laws and policies have been enacted for an enabling legal environment against gender-based violence, the need remains for strengthened support for the enforcement of laws and policies”.

Then in 2018, it was noted that “Despite an increase in awareness programmes on GBV response services, many survivors of sexual violence continue to report after 72 hours, thereby limiting the preventative prophylactic services they can receive, such as PEP and emergency contraception”.

### ***Key achievements***

An online knowledge portal was established on SGBV, which is accessible to the general public and service providers. The portal provides a comprehensive picture of GBV in Zimbabwe, the various forms it can take, the national and international frameworks that guide prevention, and response efforts. It also connects survivors of SGBV to shelter, medical, counselling and legal services countrywide, and facilitates information sharing for a well-coordinated approach to ending GBV in Zimbabwe.

### ***Challenges***

As noted in Section 4.1 above, unfavorable socio-economic conditions in the country have a disproportionate impact on the poor and vulnerable groups. With respect to gender equality specifically, stakeholders noted that although no surveys have been conducted yet, the incidence of teenage pregnancies and SGBV were likely to be increasing in response to prevailing economic challenges. This is an opportunity for the UN to undertake an in-depth analysis of the TSP and realign its programming in response.

#### **4.2.3. Priority 3. HIV and AIDS**

The UN strategy was aligned to the National HIV and AIDS Strategic Plan (ZNASP) III, which aimed to reduce HIV incidence among adults and adolescents by 75 per cent from a 2013 baseline of 0.98; and reduce the number of new HIV infections among children 90 per cent from a baseline of 8,958 in 2013. The UN contributed to three outcomes under this priority area, with most support targeted at the upstream (policy and technical) level.

#### ***Outcome 3.1.***

According to National AIDS Council<sup>35</sup>, HIV prevalence among adults in Zimbabwe was 13.3%, representing development gains from the 18.1% prevalence rate in 2005<sup>36</sup>. Prevalence rates vary geographically and among different population groups, with HIV prevalence almost twice higher in females aged 15-24 (12.6%) than their male counterparts (6.8%). The country has realised a

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<sup>35</sup> 2018 HIV Estimates Fact Sheet

<sup>36</sup> Zimbabwe Demographic Health Survey Report 2015

decline in HIV incidence among adults aged 15 - 49 from 1.0% in 2010 to 0.49% in 2017 due to the scale up of various prevention and treatment programmes<sup>37</sup>. The total number of people living with HIV (PLHIV) in Zimbabwe was estimated to be 1.33 million in 2017, with adults constituting 1.25 million and children under 15 years of age accounting for 76,600 (5.8%).

Table 11. Status of Outcome 3.1 indicators as at end of December 2018





<b>OUTCOME 1: All adults and children have increased HIV knowledge, use effective HIV prevention services, and are empowered to participate in inclusive and equitable social mobilisation to address drivers of the epidemic</b>			
<b>Indicators</b>	<b>Baseline and Targets</b>	<b>Status (2018)</b>	<b>Assessment</b>
1.1. % of female and male aged 15–49 who had more than one partner in the past 12 months and who used a condom during their last sexual intercourse	<b>Baseline</b> 2013: Female: 49.1% Male: 33.1% Female sex workers: 78.4% (Source: DHS & Sex Worker RDS survey) <b>Targets:</b> Female: 60%; Male: 40%	<b>No data</b>	 Not assessed due to lack of data
1.2. % of men aged 15-49 who are circumcised	<b>Baseline</b> 2014: 16.7% (MOHCC) <b>Target:</b> 50%	2015: 601,306; 2016: 839,681 2017: 1,141,046 (MOHCC) <sup>38</sup>	 Although data is not in %, trend shows marked progress
1.3. % of adolescents and young people accessing sexual & RH services disaggregated by gender and type of services	<b>Baseline</b> 2014 Female - 50% Male: 50% (MICS 2014) <b>Target:</b> 70% Female - 60%; Male - 50%	<b>No data</b>	 Not assessed due to lack of data
1.4. % of sexually active HIV-positive women who use a modern method of contraception (Contraceptive Prevalence Rate, CPR)	<b>Baseline:</b> 63.8% Source: DHS <b>Target:</b> Female: 68%	<b>No data</b>	 Not assessed due to lack of data

Table 11 above illustrates some of the challenges associated with data availability. Data for indicators 1.1 and 1.4 would only be available in 2020 after the Demographic and Health Survey (the last survey was in 2015). On the other hand, data on indicators 1.2 and 1.3 could be compiled from administrative data, but this requires an integrated information management system that can capture real time national data.

### **Key achievements**

UN-Global Fund partnership provided care and treatment to over a million people on life-saving Anti-retroviral treatment (ART), resulting in continual decline of new HIV infections. Interventions targeted those furthest left behind, including adolescent girls and young women being reached with comprehensive HIV prevention services. The annual incidence rate among

<sup>37</sup> MoHCC, 2018, Zimbabwe National And Sub-National HIV Estimates Report 2017

<sup>38</sup> MHCC and NAC, 2018, Global AIDS Response Progress Report 2018 Fast-Track Commitments to End AIDS by 2030 Gam Zimbabwe Country Report Reporting Period: January 2017 - December 2017  
[https://www.unaids.org/sites/default/files/country/documents/ZWE\\_2018\\_countryreport.pdf](https://www.unaids.org/sites/default/files/country/documents/ZWE_2018_countryreport.pdf)

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adults aged 15-64 years has been maintained at 0.45%; while incidence levels among young people aged 15-24 years has gone down from 0.7% in 2014 to 0.46% in 2017.

In line with the principle of leaving no-one behind, the UN supported participatory interventions that involved vulnerable groups, particularly women's organizations to participate in the national HIV response planning and resource allocation. By 2018, 583,937 individuals had been exposed to Sexual Behavior Change Communication through home visits by Behavior Change Communication Facilitators that visited 204,895 households. This also resulted in the enrolment of 24,335 girls into *sista2sista* clubs<sup>39</sup>.

With regards to male circumcision, the UN reported that 100% of districts were providing Voluntary Medical Male Circumcision (VMMC) as both static and outreach services.<sup>40</sup> In collaboration with the Ministry of Health and Child Care (MoHCC), the UN also supported provision and access of antiretroviral prophylaxis for HIV-exposed infants, resulting in increased coverage to 76% in 2018 from 70 % in 2017, and thereby contributing towards the elimination of Mother to Child Transmission (e-MTCT). Anti-Retroviral Therapy (ART) coverage in children also increased to 80% in 2018 from 77.6% in 2017. The UN supported the five-year e-MTCT implementation plan (2017-2020), towards total elimination of MTCT by 2021, including establishment of the National Validation Committee for e-MTCT. Through this support, Zimbabwe now implements the Plan for Birth Testing, resulting in improvement of Early Infant Diagnosis (EID) by 30 % and an integrated package for EID was rolled out in 10 targeted districts.

### **Outcome 3.2.**

The UN aimed to help end the AIDS epidemic in Zimbabwe by achieving the 90-90-90 target.<sup>41</sup> Specifically, the UN strategy involved support to strengthen the Medicines Control Authority of Zimbabwe that plays a key role in post-marketing surveillance activities for medicines.

Among actions carried out by UN with contributions from other partners was to increase uptake of testing. Following the expansion of treatment services, approximately over 2.3 million people knew their status, and over 1,317,479 people (Table 12). The HIV self-testing programme has officially been adopted as a national programme by Ministry of Health and Child Care (MoHCC) and partners. To date, the programme has been rolled out to 20 districts following a successfully pilot in 2017.

### ***Key achievements***

1,550 health facilities were supported under the UN-Global Fund partnership with capacity to offer ART, prevention of mother-to-child transmission (PMTCT), HIV testing services (HTS), viral load (VL), HIV/TB and other basic services. As a result, the following achievements were made:

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<sup>39</sup> The clubs provide social support to young girls to ensure they stay in school and remain free of HIV/AIDS.






<sup>40</sup> 2018 ZUNDAF Annual Report, p 19

<sup>41</sup> 90% diagnosed; 90% on treatment; and 90% virally suppressed.

- By the end of September 2018, a cumulative total of 2,313,339 people had been reached with HIV testing and counselling services and they knew their results;
- A total of 1,317,479 (89%) adults and children had been put on treatment by September 2018.
- 683,629 HIV positive patients were screened for TB in HIV care or treatment settings;
- The proportion of pregnant women who received ARVs to reduce the risk of MTCT was relatively low (47%) compared to the previous period.
- AIDS related deaths among adults and children declined from 23,786 in 2016 to 22,109 in 2017.

The UN also supported expansion of HIV and TB services to cover all public facilities and prisons.




**Table 12. Status of Outcome 3.2 indicators as at end of December 2018**

<b>OUTCOME 2: 90% of all people living with HIV know their HIV status, at least 90% of HIV positive people receive sustained antiretroviral therapy, 90% of those on treatment have durable viral load suppression</b>			
<b>Indicators</b>	<b>Baseline and Targets</b>	<b>Status (2018)</b>	<b>Assessment</b>
2.1. Proportion of adults and children living with HIV who know their HIV status	<b>Baseline:</b> Female - 50.6%; Male - 40.3% Female sex workers - 1%; (MICS 2014, Sex workers RDS survey 2013) <b>Target:</b> Female: 90%; Male: 90%	2018: 86% of est. PLHIV	 This target has been achieved
2.2. Proportion of adults and children living with HIV that are receiving ART, disaggregated by sex, age and pregnancy status	<b>Baseline 2013:</b> Adults - 76.8%, Children - 40.5% <b>Target:</b> Adults - 80% Children - 80% (according to 90-90-90)	Adults <sub>2018</sub> - 87% Children - 83%	 Based on 2017 data, the target was achieved.
		Adults <sub>2017</sub> - 84% Children - 89%	
		1,317,479 people (89%)	
2.3. Proportion of adults and children living with HIV with durable viral load suppression	<b>Baseline:</b> Not available <b>Target:</b> 73%	<b>2017:</b> 73%	 Target achieved
2.4. Survival rate of PLHIV on ART at 12, 24, 36, 48 and 60 months after initiation	<b>Baseline:</b> 74% at 36 months <b>Target:</b> Adults: 80%; Children: 80%	<b>2018:</b> 89.6% - all Female – 88.7% Children - 91.8% >15 years – 89%	 Data for 12 months only Target is on track
2.5. Proportion of HIV+ adults and children diagnosed with TB who are on ART	<b>Baseline:</b> 78% <b>Target:</b> 85%	2017: 62.0% up from 49.7% in 2015 (UNAIDS).	 Data is not consistent

### **Outcome 3.3.**

Under this outcome, the UN strategy was to support the National AIDS Council in providing coordination and management of the multi-sectoral national response through its decentralised structures in order to ensure the inclusion of hard-to-reach communities, key populations, and people living with HIV. Data on outcome indicators was not available at the time of drafting. (see Table 13).

**Table 13. Status of Outcome 3.3 indicators as at end of December 2018**

OUTCOME 3: Key institutions from Government and civil society effectively and efficiently manage a multi-sectoral AIDS response			
Indicators	Baseline and Targets	Status (2018)	Assessment
3.1. Amount of public and donors funds mobilized and spent efficiently	<b>Baseline:</b> GRZ-25%; Donors-75% <b>Target:</b> GRZ 30%; Donors-65%	No data available	 Not assessed due to lack of data
3.2. Availability of timely, coherent, and relevant data and strategic information, disaggregated by gender and appropriate age group, for development	Data and strategic information in public domain	Global AIDS Response Progress Report 2018 produced Zimbabwe HIV Estimates 2017	 On track
3.3. Policies and strategies reviewed and implemented regularly to guide the multisectoral response	<b>Baseline:</b> Existing HIV policy do not adequately address key populations <b>Target:</b> All HIV policies integrate key populations. Update available National HIV policy and strategies to support programming	<b>Developed:</b> - Extended ZNASP III (2015-20) - National Gender and HIV Implementation Plan 2017-20 - Adolescent and Youth Sexual and Reproductive Health Strategy 11 (ASRH) - Strategy on Key Populations	 target is achieved

### Key achievements

Technical support was provided to 23 low-performing districts to review local population and service data, and on that basis action plans were developed to scale up pediatric and adolescent HIV services at district hospitals, including engagement of 150 incentivized health workers (HWs). As a result approximately 90% of the health facilities countrywide have at least one health worker trained in counselling of children and adolescents.

Out of a total of 1,874 health facilities in the country, 1,668 (89%) were providing HIV testing and counselling services; 1,555 (83%) were providing prevention of mother-to-child transmission (PMTCT) services; 1,593 (85 %) were ART sites, also equipped with capacity to provide Pediatric ART services; 1,106 (59 %) were providing VMMC; while 1,874 (79%) facilities were isoniazid prevention therapy (IPT) sites to reduce the risk of getting TB for people living with HIV. With regards to challenges, the UN observed in 2018, that “...the National Strategic Plan and other HIV/AIDS strategies were aligned to fast track targets towards 90-90-90, many strategies need to be updated to reflect emerging information, treatment and research. The sector currently relies heavily on external funding, with 82% of all initiatives being externally funded, sustainability of any development gains may be a challenge”.<sup>42</sup>

### Challenges

While Zimbabwe is on track to meet the 90-90-90 targets additional steps need to be taken towards the adoption of a ‘Business Unusual’ approach to cover the ‘last mile’. Despite achieving relatively high ART coverages for adults (78%) and children (96%), coverage still remains varied across provinces, with approximately 50% of districts in Zimbabwe below the 2nd ‘90’ target.

<sup>42</sup> 2018 ZUNDAF Annual Report, p 21



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Adolescents still remain the most affected population as, despite their early diagnosis, referrals to care and treatment services were still inadequate, while the ‘Loss To Follow-Up’ (LTFU)<sup>43</sup> constitutes the biggest threat to retention in care among PLHIV on ART across all age groups.<sup>44</sup>

**Finding 7. Overall UN contribution was negatively affected by unfavourable socio-economic environment that the country is currently experiencing**

**4.2.4. Priority 4. Poverty Reduction and Value Addition**

Priority 4 represented the UN’s entry point to support sustainable economic transformation, especially through macro and micro-economic policies, harnessing the demographic dividend, as well as the promotion of employment and economic empowerment for key populations, including women and youth. More specifically, the UN aimed to address an array of challenges identified in the CCA report, including *inter alia*:<sup>45</sup>

- Persistent poverty in a context where 63% of the population lived under the total consumption poverty line, and 16% were extremely poor;
- Significant levels of unemployment and underemployment, affecting mostly young people and women who constituted over 65% and 52% of the total population (2012 Census) respectively;
- Over 3.7 million people engaged in informal activities, the majority being women and young people.
- Decline in industrial capacity utilisation from 56% in 2011 to below 40% in 2013<sup>46</sup>.

The UN contributed to SDGs 1, 4, 5, 7, 8, 9 and 13 under two outcomes whose performance is discussed in greater detail below.

**Outcome 4.1.**

The UN focus was on developing institutional capacities to better implement Zim Asset and pro-poor policy initiatives aimed at promoting investment and aid coordination, industrial and trade development that is inclusive of jobs, as well as improved social and economic conditions of vulnerable populations, especially youth, women and people with disabilities (Table 14).

The UN’s strategy was aimed at supporting institutional and capacity development programmes in industrial and international trade, regional integration, investment, sectoral value addition, skills and entrepreneurship development, targeting 30 entities and sectors.

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
<sup>43</sup> Refers to patients who at one point in time were actively participating in a clinical research trial, but have become **lost**

<sup>44</sup> 2018 ZUNDAF Annual Report, p 20

<sup>45</sup> ZUNDAF document, p 23

<sup>46</sup> The Confederation of Zimbabwe Industries reports on its website that industrial capacity utilisation improved to 48.2% in 2018 but was expected to fall to 34% in 2019,

**Table 14. Status of Outcome 4.1 indicators as at end of December 2018**

OUTCOME 1: Key institutions formulate and implement socio-economic policies, strategies and programmes for improved livelihoods and reduced poverty of communities			
Indicators	Baseline and Targets	Status (2018)	Assessment
1.1. Number of Government institutions adapting strategies and programmes to reduce poverty and inequality	<b>Baseline:</b> <ul style="list-style-type: none"> <li>- National development plan (NDP) ZimAsset developed;</li> <li>- 2012 MDG progress report published</li> </ul> <b>Target:</b> <ul style="list-style-type: none"> <li>- New NDP developed (post ZimAsset); National Labour Migration Policy finalised; National Employment Policy reviewed; National Monitoring and Evaluation Policy developed and operationalised; 2015 MDG progress report published; Post 2015 (SDG) M&amp;E system developed</li> </ul>	<b>Developed:</b> <ul style="list-style-type: none"> <li>TSP; National Labour Migration Policy; National Employment Policy; Zimbabwe 2015 MDG Progress Report; SDG M&amp;E system (Source: ZUNDAF Annual Reports)</li> </ul> <b>Not developed:</b> <ul style="list-style-type: none"> <li>National M&amp;E Policy</li> </ul>	 <p>This target has been achieved</p>
1.2. Number of institutions that implement institutional and capacity development programmes in industrial and international trade, regional integration, investment, sectoral value addition, skills and entrepreneurship development	<b>Baseline:</b> 26 VTCs Polytechnics; 3 Government Depts. (Agritex, Livestock, Apiculture); 3 MFIs (SEDCO, MicroKing, WIDSCU); 15 SACCOs & the Business Council for Sustainable Development; and Pharmaceutical Association <b>Target:</b> Six subsector associations supported; Metal and Steel fabrication, Cotton to Clothing Sector, Leather and Footwear, Chemicals and Pharmaceutical, Motor Industry, Agro- Industry; 10 quasi government and private sector association (SIRDC, IDC, ZIA, IDBZ, ZIMTRADE, CZI, ZNCC, BCSDZ, SAZ, ZIMSTATS & Inter-Ministerial Committees), 4 Care Economy Institutions; MFIs & VTCs	<ul style="list-style-type: none"> <li>• Metal and steel fabrication: No evidence of support</li> <li>• 4 subsectors (Cotton, Leather, Pharmaceutical and microfinance) supported;</li> <li>• 4 value addition processing centres constructed</li> <li>• No sector supported in international trade, regional integration, investment</li> </ul>	 <p>On track with modest progress</p>
1.3. Proportion of people living in poverty	<b>Baseline:</b> 0 (various fragmented programmes currently being implemented) -16% of population living in extreme poverty <b>Target:</b> One UN Joint Programme Initiative on Poverty Reduction - 12% of population living in extreme poverty	<ul style="list-style-type: none"> <li>• UN JP on Poverty Reduction not established#</li> <li>• Food poverty increased by 28% in 2018 (ZIMVAC, 2018)</li> </ul>	 <p>Planned targets not achieved, with development gains reversed</p>
1.4. Aggregate remittances receipts	<b>Baseline:</b> USD 890 million-2015 National Budget  <b>Target:</b> USD 1 billion	11,4 percent drop in 2018 to \$619, 2 million from \$699 million in 2017 (Reserve Bank of Zimbabwe, 2019).	 <p>Reversal of gains</p>

As shown by the data in Table 14 above, there was mixed progress against planned targets, with relatively good progress at upstream level, including support for the production and launch of the country' Interim-Poverty Reduction Strategy Paper (IPRSP), including its attendant

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Monitoring and Evaluation Plan in 2017. However, two of the indicators – reduction of people living in poverty, and increase of aggregate remittances – did not progress, and this was mainly due to the negative effects of the current economic conditions in the country.

### ***Key achievements***

Development of key legislative and policy frameworks, notably:

- The Inclusive and Sustainable Industrialization Programme, developed in collaboration with the GoZ;
- The National Labour Migration Policy which factored in data and elements on trafficking following the adoption of a Trafficking in Persons (TiP) National Plan of Action (NAPLAC);
- Formalization Strategy, Cooperatives Policy and Act;
- Employment Potential Diagnostic Study to inform the review of the National Employment Policy;
- Capacity building for the Industrial Development Bank of Zimbabwe (IDBZ) to support its accreditation with the Global Climate Fund (GCF). Through UN capacity building support, the Environmental Management Agency (EMA) successfully got accreditation and funding from the GCF in 2018.

In addition, the UN also supported the development of an Acceleration Plan inspired by Malaysia's Blue Ocean Strategy to deliver rapid high impact results in 3 priority areas in 2017: (a) Fitness and Wellness Programme, (b) Private-Public Partnerships (PPPs) in Housing and Infrastructure Development, and (c) Youth and Women Economic Empowerment using the TREE methodology.

An Inclusive Growth and Sustainable Livelihoods programme was launched to address poverty in four of the poorest districts and the two metropolitan districts, targeting both upstream and downstream activities through the provision of rural livelihoods and business development support to innovative youth; strengthening subnational and community-based organizations and structures; and supporting policy and national infrastructures. In 2018, an additional 1 246 informal employment opportunities were created, of which 858 were for women, thereby contributing significantly towards strengthening the productive base of target communities, diversifying livelihood sources and providing micro enterprise development support. To complement the jobs, over 560,682 people (60%F/40%M) in 21 districts have benefited from a wide range of livelihood enhancement initiatives that focused on improving their productive base - this was provided through the Zimbabwe Resilience Building Fund (ZRBF).

Other notable achievements include development of (i) Inclusive and Sustainable Industrialisation Programme, with initial support targeted at the Cotton, Leather and Pharmaceutical sectors; (ii) Launch of the Sector Development Strategy for Pharmaceutical Manufacturing in Zimbabwe 2017-2022; (iii) Energy and water management manual for Industrial Sector in Zimbabwe - see also case study below; and (iv) establishment of eighteen savings groups and nine Savings and Credit Cooperatives Societies (SACCOS) in Gokwe, Nkayi, Binga and Lupane districts.

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### ***Draft Energy and water management manual for Industrial Sector in Zimbabwe***

*This case study presents a best practice for UN catalytic interventions – low investments with high impact. Zimbabwe is presently facing a deficit of key resources, namely, power and water to meet its demand. The water supply of the country has been affected drastically by the adverse effects of climate change. The prevailing power deficit leads to unmet demand/load shedding in end-use sectors including industries.*

*The total available water for Zimbabwe is around 20 million mega-litres (in the form of surface and underground water). After the agricultural sector, water use is highest in the urban, industrial and institutional sector (15%). Limited monitoring and measurement of water and energy use, outdated equipment and inefficient processes have resulted in energy and water consumption well above global industry benchmarks.*

*The UN supported a study of 10 high energy and water consumption companies from five key sectors – cable manufacturing, food and beverages, agro-chemical, mining and cement – to identify where they can gain efficiency savings. For a small investment of US\$250,000, the project resulted in the development of the (draft) Energy and water management manual for Industrial Sector in Zimbabwe. At the time of writing, a number of the large corporations in each of those sectors had started to implement the recommendations of the study, and were already self-financing in anticipation of the efficiency savings.*

*In the medium term it is expected that this will lead to a reduction of energy and water consumption as well as greenhouse gas emissions of the ten demonstration companies. At the same time, the expected gains from the increased profitability will strengthen the competitiveness of the respective industries.*

### ***Challenges***

One of the major factors that affected performance of this outcome, particularly with respect to the indicator on reducing the number of people living in poverty was that there was no direct UN programme on Poverty Reduction. Key informants noted that a joint programme (JP) on poverty reduction that was initially planned was not realized due to lack of funding. Expectations were raised when proposals for the Zimbabwe Resilience Building Fund (ZRBF) programme were called for from UN headquarters in New York, but it was eventually implemented by one UN agency. The UN agencies collaborating under this Result Group recommended that the outcome indicators and targets be revised and adjusted towards geographic targeting or specific target groups, but this was not implemented. Smaller UN agencies also noted that the larger agencies tended to grab all major initiatives funded by trust funds to the exclusion of the smaller specialized agencies. The weakening economic environment also presented challenges with some development results being reversed through the devaluation of incomes generated through micro enterprises, as well as the difficulties in accessing cash. Beneficiaries have been

mitigating the continued risk by locking value in livestock, household and other assets as opposed to liquid assets.

According to the ZUNDAF annual report, *‘Inter-ministerial and UN coordination and collaboration was weak, resulting in a plethora of interventions that merely scratched the surface, in the face of the increasing demand for policy and programme support on jobs and livelihoods. The intended impact of capacity development initiatives is insufficiently planned and measured, indicating a need to strengthen RBM by increasing commitment to joint work planning between GoZ/UN and co-signing of annual workplans. Joint resource mobilization similarly remains a challenge, with considerable resource gaps at the ZUNDAF outcome level’.*<sup>47</sup>

## Outcome 2

UN interventions under this outcome were planned to target key economic sectors with the highest potential for job creation, among them: manufacturing, agriculture, mining, trade, tourism (including eco-tourism and culture enterprises), ICTs, green economy, energy, and climate change adaptation initiatives.

The overall macroeconomic conditions in Zimbabwe show that there is high unemployment (see Chapter 3 above). The indicators for this outcome do not adequately measure progress in the specific geographic areas or social groups that the UN intended to target, and therefore either lack data or reflect a mismatch in the data (Table 15).

**Table 15. Status of Outcome 4.2 indicators as at end of December 2018**

OUTCOME 2: Increased access to income and decent work opportunities in key value chains and economic sectors, particularly for young people and women			
Indicators	Baseline and Targets	Status (2018)	Assessment
2.1. Employment to population ratio	<b>Baseline</b> (2014 Labour Force Survey): 15+ yrs – 80.5%; 15-24 yrs – 70.3% <b>Target:</b> 90% and 80% respectively	Total – 60.6% M – 65.6% Women – 55.7% <a href="https://www.ilo.org/ilostatcp">https://www.ilo.org/ilostatcp</a>	● The data disaggregation is not consistent
2.2. Broad youth unemployment rate	<b>Baseline</b> (2014 Labour Force Survey): 15-24 yrs – 16.4% <b>Target:</b> 10% (15-24 yrs)	Total – 11.3% Men 12.2%; Women – 10.3% <a href="https://www.ilo.org/ilostatcp">https://www.ilo.org/ilostatcp</a>	● On track
2.3. Average earnings	<b>Baseline:</b> 57% of working age population earn below \$100/month (FINScope 2014) <b>Target:</b> 45% of working age population earn below \$100/month	2017 average monthly earnings for employees – 2,340 (local currency) <a href="https://www.ilo.org/ilostatcp">https://www.ilo.org/ilostatcp</a>	● Comparable data not available.
2.4. Internet penetration and coverage	<b>Baseline:</b> 47% in 2014 (POTRAZ) <b>Target:</b> 55%	2018 – 51.9% (POTRAZ)	● On track

<sup>47</sup> 2018 ZUNDAF Annual Progress Report, p 24

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The mismatch between the indicators and the data cause uncertainty as to the extent to which the UN's contribution would have achieved the intended impact.

### ***Key achievements***

In 2017, the UN collaborated with the African Development Bank (AfDB) in a 3-year initiative on youth and women's economic empowerment in the agriculture and mining sectors to develop their skills for value addition, focusing especially on food processing (fruits, vegetables and honey) as well as gold processing plants in selected districts. The UN also partnered the Government of Sweden to support small and medium enterprises adopting green technologies and practices for job creation.

A youth employment programme was launched in Harare South, Zvimba East, Makonde and Chimanimani targeting 240 youths and women in value addition in horticulture, poultry, bee-keeping, transport, health, water and community infrastructure development and rehabilitation. One such initiative was the pilot by the UN and City of Harare (see case study below).

In 2018, three Savings and Credit Cooperatives were established, in Binga and Nkayi. A cluster of clothing manufacturers was inaugurated as an enterprise in Mutare. The UN also supported a micro-workspace for youth in Information and Communication Technologies (ICT) to facilitate their access to jobs and entrepreneurship, and these youth are already enjoying the financial benefits of the employment and enterprise creation which have happened as a direct result. In addition, digital skills training was provided for People with Disabilities (PWDs) and Small and medium Enterprises (SMEs), including the Zimbabwe Women Farming Syndicate.

With regards to internet penetration, the UN supported Universal Service Fund to expand internet penetration and coverage. Several Community Information Centers were established in selected areas, thereby increasing access to the internet, information and financial services for youth.

As already alluded to, the UN's interventions were rather miniscule to have made significant impact on the indicators. In the 2018 ZUNDAF annual report, the UN noted that "Despite the numerous jobs and livelihoods initiatives for young people and women, the substantial shortage of new jobs and incomes pose an important challenge to stemming the high levels poverty, unemployment and labour underutilization. Inter-ministerial coordination and collaboration on employment and economic empowerment remains inadequate. This is compounded by the absence of a federating policy framework, and the fact that the mandate for job and livelihoods remain low, hence the need for more cohesive resource mobilization by the UN. With regards to the scale of informality and unemployment, key economic and labour market information and data is largely outdated".<sup>48</sup>

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<sup>48</sup> 2018 ZUNDAF Annual Report, p 25

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### **UN reaching out to the most disadvantaged communities: The case of Hopley Farm**

*Hopley is a settlement that was established under a Government programme to resettle internally displaced victims of Operation 'Murambatsvina' of 2007, a clean-up operation by government to rid towns and cities of sprouting illegal structures that had resulted in overcrowding and congestion in the urban areas. The settlement has remain squalid over the years, without service roads, piped water or sewer systems. Over the years the settlement has been expanding with the growth of other peri-urban settlements which altogether constituted the Harare South Constituency.*

*The UN mobilised approximately USD 850,000 for a joint initiative on Adolescents and Youth Development in Harare South's Hopley Farm. Through a public-private partnership, the Harare Municipality mainstreamed employment intensive approaches into its infrastructure development sector. The initiative brought together the private sector (Lafarge), the public sector (City of Harare), and the UN. It trained young people in construction sector trades, the skills of which were utilised in intensive approaches to infrastructure development, which included the construction of a clinic and a youth centre for the City of Harare in Hopley.*

*The clinic was a major relief to the community in that it made basic health services more accessible to communities which for years had been reliant on a local satellite clinic without adequate space, equipment and personnel, and Rutsanana Clinic in Highfields, which was quite some distance away. The clinic, thus, brought relief to a large catchment area consisting of Hopley, Ushehwekunze, Stoneridge and parts of Glen Norah and Waterfalls suburbs. The clinic will remain a major footprint of the UN's commitment to ensure basic health services reach the most disadvantaged and marginalized populations.*

*The youth centre was the other key output of the joint initiative. This facility was meant to be a one-stop-shop for the youths in terms of internet and technology access, information access and sharing, linking youths to the labour market and other market chains, counselling and entertainment. This was the first youth centre of its kind in the City of Harare. Although it was not yet fully functional, it had great potential in enhancing access to basic services for the youths.*

*The component on youth empowerment through participation in labor-intensive infrastructure development resulted in about 103 youths being trained in trades including bricklaying, carpentry, plumping and paving. Besides utilizing the skills for the construction of the clinic and youth centre, the objective of linking the trained youths with the labour market was not realized. In addition, the youths could also not get inroads into the construction works of the City of Harare and the private sector. According to the FGD with beneficiary youths, the groups into which the young people had organized themselves as a means of getting work had largely disintegrated. By the time of this evaluation only 23 of the 103 trained youths were still in place, with the rest having dropped out due to inability to cope with the hard work, late payment of wages, pregnancies and other reasons. None of those remaining had benefited from the purported employment opportunities through linkages with the construction works in the City of Harare. Thus, the sustainability of this result was very weak, hence the need for the UN to rethink the youth and women empowerment model.*

*Despite these challenges, the youth were provided with tool kits as of economic assets for their empowerment. Furthermore, the project made deliberate effort to identify vulnerable youth between the ages of 15 and 35 from within the Hopley community using an established criteria that ensured that most vulnerable young men and women were selected. In addition, the project used a gender-sensitive approach whereby young women were encouraged to participate in traditionally male dominated areas of work. The result was that 56 per cent of the apprentices were female. One of the notable achievements of the project was that, at its inception, almost one third of the participants had no identity documents, cellphones and were unbanked. By the time of its completion, the beneficiaries had all been acquired national identification documents and had access to financial services mostly through mobile money platforms.*

#### 4.2.5. Priority 5. Public Administration and Governance

The UN strategy for priority 5 was to focus on public sector reforms, including strengthening of capacities for modernization, citizen participation and social dialogue, global citizenship education, innovation, monitoring and evaluation. In the 2014 CCA, the UN had noted that “Promotion of good governance and respect for human rights are requisite pillars for ensuring sustainable development and the building of a resilient nation” (CCA, p 13). In this regard, the UN aimed to contribute to three outcomes, focusing specifically on aid coordination, legal reforms and data for development.

##### Outcome 5.1

Under this outcome, the UN planned to enhance capacities of key economic governance institutions to undertake economic reforms. The outcome indicator (Table 16) shows that no progress was achieved as measured by share of official development assistance (ODA) as a proportion of GDP. However, this indicator is not appropriate as a measure of UN’s contribution because it is too macro level, and likely to be influenced by many other factors beyond the UN’s sphere of influence.

**Table 16. Status of Outcome 5.1 indicators as at end of December 2018**

OUTCOME 1: Key public sector institutions mobilise, manage and account for resources effectively for quality service delivery			
Indicators	Baseline and Targets	Status (2018)	Assessment
1.1. % share of development assistance to the GDP	<b>Baseline:</b> 12% <sup>49</sup> <b>Target:</b> 6%	Decline	● Not assessed, see notes below.

Note: This indicator seems somehow oblique. A more direct way would be to simply measure the ODA or the GDP, not both of them as a ratio. Besides, it also sounds counter-intuitive given that the focus of UN interventions was to support establishment of aid coordination structure.

In 2016, the UN in collaboration with the EU undertook a needs assessment, resulting in the UN providing support for the development of the aid management architecture, including provision of soft skills. The EU also used the findings to procure an Aid Information Management System for which the UN supported capacity building for the effective use for the system. However, based on review of ZUNDAF annual reports, the UN has not specifically reported on the outcome indicator, but literature review suggests that ODA has been declining from US\$ 788 million in 2015 to us\$725 million in 2017 (see box).

	2015	2016	2017
Net ODA (US\$ m)	788.3	654.3	725.8
Net ODA/GNI (%)	5.5	4.4	4.6
Gross ODA (US\$ m)	815.2	753.2	729.7
<a href="http://public.tableau.com/views/OECDACAiddata">http://public.tableau.com/views/OECDACAiddata</a>			

##### Key achievements

Based on the evidence obtained, the UN’s focus under this outcome was to support the development of an aid coordination architecture. In 2018 UN supported the capacitation

<sup>49</sup> Asked why ODA/GDP ratio should be expected to decline, RG members said that would be more reflective of a country achieving growth and relying less on ODA. The challenge is what conclusions would then be made drawn when ODA declines while GDP either stays the same or also declines.



(through training) of relevant Government Officers in the area of Aid Coordination, building on the work done in 2017 to create a structure and develop job descriptions for the proposed Aid Coordination Unit. This work is a precursor to the installation of the Aid Information Management System to be done in 2019 with support from the EU.

The review of the Aid Coordination policy also started during 2018 in partnership with the EU and by yearend, the draft revised policy was pending review and finalisation. In the last quarter of 2018, the UN started work to support the development of Procedures Manual to guide the implementation of the revised Aid Coordination policy. The capacity support to the aid coordination function in Ministry would enable Government to track development partner support for policy planning and national budgeting. There is, at present, no consistency in the presentation of development partners' contribution to the budget.

### Outcome 5.2.

UN support under this outcome was aimed to achieve legal reforms to enhance equality while also addressing emerging issues, such as the alignment of legislation to the current Constitution. Based on review of the outcome indicators (Table 17), the UN achieved modest progress towards its intended results.

**Table 17. Status of Outcome 5.2 indicators as at end of December 2018**

OUTCOME 2: Increased citizen participation in democratic processes in line with the provisions of the Constitution and relevant international norms and standards			
Indicators	Baseline and Targets	Status (2018)	Assessment
2.1. % increase of citizens engaging with key democratic institutions (Parliament {including the Parliamentary Women's Caucus}, NPRC, ZHRC, Local Authorities {including the Zimbabwe Women Local Government Forum})	<b>Baseline:</b> At least 10% increase in citizen participation per annum <b>Target:</b> Limited data on the level of citizens engagement with key democratic Institutions	In 2016, 79 public hearings done with 21,800 citizen participating In 2017, 10 public hearings on NPRC Bill, 1,050 citizens In 2018, 9 bills passed	● Although the data does not enable specific measurement, there has been progress due to the issue being a statutory requirement
2.2. % of human rights complaints received and concluded	<b>Baseline:</b> 10% (in January 2015, on a total of 705 cases received or inherited by the ZHRC, 77 cases have been closed, referred or advised) <b>Target:</b> At least 75% by 2020	2016: 173/477 cases 2017: 154/689 cases 2018: 19 carry-over cases	● Number of cases did not increase as planned
2.3. % of UPR recommendations that are implemented	<b>Baseline:</b> 10% (Two action plans for implementation of recommendations from human rights monitoring bodies UPR and CEDAW developed) <b>Target:</b> 50%	Accepted: 151/260 Noted: 103/260 Partially accepted: 6	● Action plan developed for both UPR and CEDAW
2.4. Number of laws aligned with the Constitution and relevant international norms and standards	<b>Baseline:</b> An estimated 400 principal Acts require alignment with the Constitution <b>Target:</b> At least 200 laws aligned with the Constitution	125 laws under the General Amendment Bill	● The target of 200 laws can be achieved

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**Key achievements:****(a) Citizen engagement**

- In 2016 alone, 79 public hearings were convened by 10 Portfolio Committees, with a total of 21,808 citizens participating in the public hearings.
- 10 Public hearings on the NPRC Bill were conducted from March 13-18 2017, in all provinces and provided an opportunity for 1,050 citizens to participate, with a total of 207 contributions made.
- With 2018 being an election year, the UN invested towards enabling citizens participation in the electoral process. Critical to this was the credibility of the elections and the fostering of peace before, during and after the elections; as well as strengthening of voter and stakeholder education and confidence in the voters' roll through enhanced citizen engagement and participation in the BVR design and implementation processes.
- In partnership with the EU and Japan, the UN, supported the rollout of the Biometric Voter Registration (BVR) process, paving the way for the creation of a new Voters Roll for the third harmonized 2018 Election. A cumulative figure of 4,879,482 citizens were registered at the end of 2017 against a target of 7 million voters (ZEC, 2017). UN technical support enabled the training of 8,500 BVR kit operators.
- A Draft Citizen Engagement Manual for local authorities was developed, as well as the "Me and My Council Handbook", to outline the citizens' rights and obligations in the governance of local authorities. In addition, the NPRC undertook a peace caravan across the country, with 40 stops nationwide and engaged 17,860 citizens on their role in safeguarding values of peace and tolerance during the elections.

**(b) Human rights**

The UN supported Zimbabwe to develop and submit its Universal Periodic Review (UPR) Report to the Human Rights Council in Geneva in November 2016. The government subsequently accepted 151 of the recommendations out of a total of 260, and the UN supported the development of an action plan to implement the recommendations, which entailed establishment of commitments and partnerships between Independent Commissions, Civil Society Organizations (CSOs) and the UN Country Team (UNCT).

The UN support also contributed to strengthen capacity of the Zimbabwe Human Rights Commission (ZHRC), resulting in its ability to handle and resolve 173 out of 477 cases of human rights violations in 2016.

In 2017 alone, the ZHRC effectively received a total of 689 cases comprising human rights maladministration (120) and general (449). Of the 689 cases dealt with, 175 cases were a combination of cases carried over from the previous year, as well as cases inherited from the Public Protector's Office. These 175 cases were presented for closure before the Commissioners and 154 were closed, with the remaining 19 being deferred for future action. The ZHRC also

received a total of 514 cases from the public which were lodged via email, messages, walk in, phone calls and letters.

### **(c) Alignment of laws**

UN support on alignment of laws to the Constitution contributed to the passing of the General Laws Amendment Bill covering 125 laws across Government, which was passed by Parliament in 2017. The UN has continued support to Parliament to convene public consultations on the Public Health Bill; Companies and other entities Bill. As a result, a total of 9 Bills were passed as Acts of Parliament in 2018 and these have since been aligned to the Constitution, including the Electoral Amendment Act, Insolvency Act and the NPRC Act.

### **Challenges**



Notwithstanding the foregoing, stakeholders including informants from the UN system noted that the alignment of various Laws to the Constitution was still a challenge, particularly with regards alignment of key governance legislation such as the Public Order and Security Act (POSA) and the Access to Information and Privacy Act (AIPPA). Most of the responsible line Ministries do not have capacity to implement respective sectoral recommendations from the UPR draft National Plan of Action. Also lack of decentralization of the ZHRC due to inadequate financial and human resources prevented the Commission from fully responding to human rights violations for some groups and marginalized areas, especially in rural areas.


### **Outcome 5.3.**

To achieve this outcome, the UN planned to utilise five strategies, namely, (1) provision of technical support services (2) capacity building efforts for State and non-State actors, (3) enhancing knowledge management and advocacy efforts, (4) developing and nurturing partnerships for increased resource mobilization, and (5) effective stakeholder engagement and consultations.

The outcome indicators in Table 18 below show that UN achievements varied for each indicator.

**Table 18. Status of Outcome 5.3 indicators as at end of December 2018**

<b>OUTCOME 3: Government and its partners generate &amp; utilise data for development</b>			
<b>Indicators</b>	<b>Baseline and Targets</b>	<b>Status (2018)</b>	<b>Assessment</b>
3.1. Number of key survey/census; routine information system and statistical reports produced on schedule and made available in public domain	<b>Baseline:</b> 1 (2015 ZDHS) <b>Target:</b> 12 survey reports produced, of which 3 are routine (ZDHS, ICDS, MICS, ALS, Census of Services, LFCLS, PICES, National Nutritional Surveys, Population Census, EMIS, HMIS, Agriculture Information System)	8 surveys done: ICDS, ZIMVAC, NNS, ZDHS, ALS, PICES, EMIS, HMIS Planned: MICS, Census	 With the extension of ZUNDAF, this is likely to be achieved
3.2. Number of national development policies, strategies and action frameworks based on or refer to up-to-date evidence	<b>Baseline:</b> ZimAsset and key sectoral policy (health, education, agriculture, gender, population) implementation documents and progress reports refer to current data (less than 5 years)	Key sectoral policies and implementation reports were evidence based	 Gaps due to absence of some key national surveys

OUTCOME 3: Government and its partners generate & utilise data for development			
Indicators	Baseline and Targets	Status (2018)	Assessment
	<b>Target:</b> Sustained reference to recent data (less than 5 years) in ZimAsset and key sectoral policy (health, education, agriculture, gender, population) implementation documents and progress reports	and founded on current data.	
3.3. Development of cultural sector statistics	<b>Baseline:</b> 0 <b>Target:</b> Cultural statistics framework	0	 No activities done

### **Key achievements**

UN support has contributed to strengthen data availability, although currently there is no evidence to demonstrate the extent to which this data has been used in decision-making. This is partly due to the transitional nature of current government programming, as well as financial capacity constraints which have limited government's public service delivery. Despite that, the following UN support was notable.

By the end of 2018, the following surveys were completed with UN support: (i) 2016/17 Poverty, Income and Consumption Expenditure Survey (PICES), (ii) 2017 Inter-Censal Demographic Survey (ICDS), (iii) Zimbabwe Vulnerability Assessment Committee (ZIMVAC) livelihoods assessments, (iv) preparations for 2019 Multiple Indicator Cluster Survey (MICS), (v) National Nutritional Survey (NNS), (vi) Education Management Information System (EMIS) and (vii) National Health Information System (NHIS).

In 2017, Zimbabwe was among the 43 countries that participated in the SDGs Voluntary National Review (VNR) process during the High-Level Political Forum (HLPF) in July. The UN provided support to the Government to effectively participate in the VNR process, including the preparatory VNR report, and the consultative process.

The UN also supported the development of a web-enabled population data base system (REDATAM IMIS), which was uploaded onto the ZIMSTAT website for public access. A similar database - ZIMDAT was updated with SDG indicators and is also accessible to the public. The government has now identified the SDG targets, baselines and indicators for the country, and data for these indicators have been integrated into database. The UN also provided capacity building support to relevant sector ministries on the use of ZIMDAT for SDG monitoring and reporting. Overall, the evaluation found that there was good progress towards achievement of Priority 5 Outcome 5.3 as reflected by the indicator performance.

## Finding 8. With government capacity constrained by economic and funding constraints, the UN has stepped in to provide critical basic services especially for vulnerable groups

### 4.2.6. Priority 6. Social Services and Protection

Under this priority area, the UN worked in four sectors, namely health, education, water sanitation and hygiene (WASH), and social protection. The UN also aimed to support Zimbabwe to advance work towards the implementation of the SDGs, especially 3, 4, 5, 6, 10 and 11, as well as the country commitment to Family Planning 2020, related to fighting and reducing vulnerability among key population groups.<sup>50</sup> The UN contributed to three outcomes, performance of which is discussed below.

#### Outcome 6.1.

The UN strategy was to address the barriers that impede on access to and utilisation of basic social services, including primary healthcare, clean water, proper sanitation and basic education, by focusing on effective, efficient and sustainable improvements in the indicators for vulnerable populations to match those of the general population.

Overall, the UN's agenda for social inclusion was negatively affected by the socio-economic conditions in the country. Inflation was estimated to average 8.3% in 2018, peaking at 42% by November, thereby perpetuating social exclusion. As both food and non-food inflation rises, poor families and their children were further exposed and deprived of access to basic needs and services such as food, education, health and nutritious foods, thereby undermining the social inclusion agenda.<sup>51</sup>




#### (a) Health outcomes

**Table 19. Status of Health Component of Outcome 6.1 indicators as at end of 2018**

Outcome 6.1: Vulnerable populations have increased access to and utilization of quality basic social services			
Indicators: (Health Sector)	Baseline and Targets	Status (2018)	Assessment
1.1. % unmet need for family planning among females, aged 15-19 years	<b>Baseline:</b> 17% (MICS, 2014) <b>Target:</b> 8.5% (Family Planning 2020 Commitment)	8% (FP 2020)	● Target is on track
1.2. % of pregnant women going for at least 4 Ante-Natal Care (ANC) visits	<b>Baseline:</b> 70% (MICS, 2014) <b>Target:</b> 80%	84% (MoHCC, 2019)	● Target exceeded
1.3. % of pregnant women receiving skilled care at birth	<b>Baseline:</b> 80% (MICS, 2014) <b>Target:</b> 85%	85% (MoHCC, 2019)	● Achieved
1.4. % of women receiving Post-Natal Care (PNC) within 48 hours of delivery	<b>Baseline:</b> 77% (MICS, 2014) <b>Target:</b> 90%	85% (MoHCC, 2019)	● On track

<sup>50</sup> ZUNDAF document, p 29

<sup>51</sup> ZUNDAF Annual report, p 32

Outcome 6.1: Vulnerable populations have increased access to and utilization of quality basic social services			
Indicators: (Health Sector)	Baseline and Targets	Status (2018)	Assessment
1.5. % of newborns receiving Post-Natal Care (PNC) within 48 hours of birth	<b>Baseline:</b> 85% (MICS, 2014) <b>Target:</b> 90%	81.1% (DHIS2)	 Backward trend against baseline
1.6. Proportion of eligible children aged between 12-23 months fully immunized	<b>Baseline:</b> 69.2% (MICS, 2014) <b>Target:</b> 90%	75%	 Modest
1.7. % of women aged 15-49 years accessing cervical cancer screening services	<b>Baseline:</b> 7.2% - 2013 (WHO/ICO-Information Centre) <b>Target:</b> 35%	20% (41%) increase from 2016 to 2017 (UNFPA DFID 2017-2018 Annual Review)	 On track

The data in Table 19 above shows that all indicators were either on track or had already been achieved. Although many of these indicators were at national scale, the contribution of external funding to the health sector is well documented; and furthermore, the biggest donors such as DfID, EU and USAID as well as other traditional bilateral donors mostly channeled their funding through the UN.

According to a UN brief on the 2018 national budget, external financing constituted 49.8% (us\$486m/976m) of total health funding in 2016 ; and 48.2% (us\$449m/932) in 2017.<sup>52</sup> The Global Fund and Health Development Fund (HDF) were the major sources of health financing in 2018. The two of them contributed a combined total of us\$231 m in 2018, representing 48.9% of total health budget of us\$473.9 million.

#### Highlights:

- Health allocations are lower than the 15% recommended under the Abuja target.
- As a share of GDP, health allocation is low relative to regional average

Unlike HDF which is flexible, with funds allocated through wide stakeholder consultations, the challenge however is that development assistance for health (DAH) from the Global Fund and United States Government is usually earmarked and therefore lacks flexibility. It is therefore critical for the UN to strengthen its advocacy for more equitable, predictable and flexible health financing if 'leave no one behind' is to be realised. Advocacy for increased domestic funding of health is equally important.

It is therefore plausible to conclude that the UN contributed to the results indicated in Table 19 above with the most notable contributions further elaborated below.

### Key achievements

- ✓ *Access to Sexual reproductive health services for female adolescents improved:*
  - Unmet need for FP for ages 15 to 19 down from 12.6% to 8.5%
  - Comprehensive FP package, with 30% of married women using LARCs;
  - 96% primary health care facilities providing three or more modern contraceptives;
  - Strengthening PSM system for FP commodities as part of ZAPS and maintaining stock outs at below 5% (for most contraceptives) and 10% (as overall);

<sup>52</sup> Health and Child Care 2018 Budget Brief, p 13

- 400,000 women screened for cervical cancer from 2016 to June 2019;
  - 87% Secondary and above level SDP providing at least three modern contraceptives;
  - 498 health facilities with trained IUCD providers; and
  - 832 health facilities with trained Implants providers.
- ✓ *Access to ante- and post-natal care improved significantly.* As at November 2018 (DHIS2): the percentage of pregnant women attending at least four antenatal care (ANC) visits was 96%, exceeding the 80% target; 84% of live births (just one percentage point below the target) were attended by skilled health personnel (doctor, nurse, midwife, or auxiliary midwife); and 81.1% of newborns received postnatal care within two days of birth, (MoHCC administrative data).
  - ✓ Full immunisation coverage of children 12-23 months increased increased from 69.2% to 85% 2018.
  - ✓ By September 2018, about 24,164 critical health workers were receiving monthly retention allowances.

In addition, to strengthen the supply chain system, the UN Solar for Health initiative successfully installed 405 solar systems ranging from 5-40Kws in health facilities which helped provide round-the-clock care, computerize the patient management system and secure the cold-chain for vaccines, all while also mitigating the impact of climate change.

### **(b) Education outcomes**

**Table 20. Status of Education Component of Outcome 6.1 indicators as at end of 2018**

<b>Outcome 6.1: Vulnerable populations have increased access to and utilization of quality basic social services</b>			
<b>Indicators: (Health Sector)</b>	<b>Baseline and Targets</b>	<b>Status (2018)</b>	<b>Assessment</b>
1.8. Secondary Gross Enrolment of the 10 districts with the lowest enrolment rates, disaggregated by sex	<b>Baseline:</b> Male - 51.9% Both: 51.2% (EMIS, 2013) <b>Target:</b> 2019: Total: 71.2% with gender parity	M:35.79% F: 42% T: 38.81 (SP RG)	● The situation is deteriorating
1.9. % of pupils achieving at or above the grade appropriate level after completing grade 2 for Maths and English, disaggregated by sex	<b>Baseline:</b> <b>English:</b> F-56%; M-47%; All-51% <b>Math:</b> F-70%; M-65%; <b>Target: 2019</b> English - 56% with gender parity Math - 71.2% with gender parity	English: 76.4% Math: 72.2% in	● Target is achieved; data is not disaggregated
1.10. Grade 7 pass rate of the bottom 10% schools, disaggregated by sex	<b>Baseline:</b> F - 2.3% M - 2.1% Both: 2.2% (EMIS, 2013) <b>Target:</b> Both - 12.2%; gender parity	For both: 6.9%	● Slow progress

The above data point towards above average performance in the education sector. However, since these are national scale indicators, the extent of UN contribution is not readily apparent. Although not disaggregated by donor, available evidence suggests that development partners have played a key role in improving, and in some ways sustaining the education sector in Zimbabwe. Specifically, the UN's report on the 2018 budget is revealing.

The 2018 Budget estimates total resources for primary and secondary education at US\$973.1 million, represented a 16.6% increase from the US\$834 million in 2017. Of the US\$973.1 million,

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93.1% was financed from the budget, whilst 3.1% was sourced from retained statutory fees collected by departments within the sector, loan financing and development partners weighed in with 2% (US\$19.6 million) and 1.8% (US\$18 million), respectively.<sup>53</sup> It may appear that development partner contribution was insignificant until taken in context: *“With US\$848.8 million (93.7%) having been allocated towards the sector’s employments costs, only 6.3% (US\$56.8 million) of the budget will be spent on non-wage expenditures including teaching and learning materials”*. This means that development partner funding of \$18 million is actually 31.6% of government allocation for non-wage expenditures.

The report also noted that most of the funding by development partners was not channeled directly to programs and therefore was not reflected in the country’s Public Financial Management System (PFMS). For example, in 2017 estimates show that government non-wage spending in primary and secondary education amounted to US\$14.8 million compared to the combined US\$31.8million under EDF and the GPE. In 2018, development partners through EDF, GPE and OPEC Fund contributed a combined US\$37.6 million to the US\$56.8 million for non-wage education expenditures. The OPEC fund financed the construction of 11 primary and 6 secondary schools. It was estimated that there were more donor resources going direct to programmes US\$40-50 million<sup>54</sup> annually, but not being accounted for in the Government budget, making it difficult to quantify.

### **Key achievements**

The UN’s contribution to improvement of learning outcomes was through technical and financial support to the Ministry of Primary and Education (MoPSE), including reforms of policies:

- A total of 1,543,273 children in both primary and secondary school benefitted from learning materials (learner textbooks and teacher guides) procured by the UN. These were distributed to disadvantaged primary and secondary schools in all 72 districts across the country. The equity focus in the distribution of schools was complemented by interventions that specifically target children who are vulnerable, including those with disabilities. This included the printing of Braille textbooks for children with visual impairments;
- At upstream level, the UN supported the development of the School Health Policy as the framework for addressing health and HIV and AIDS issues in schools, including development of training manuals and training of clusters for cascading the policy, which the MoPSE will incorporate into its 2020 Strategic Plan;
- The UN also influenced the policies on corporal punishment in schools, re-entry policy for pregnant girls into school, and the Education Amendment Bill. The Amendment Bill has already passed through the National Assembly and Senate successfully, and at the time of drafting, was pending presidential ascent.

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<sup>53</sup> Primary and Secondary Education 2018 Budget Brief, p10

<sup>54</sup> Zimbabwe Public Expenditure Review, Vol 4 Primary and Secondary Education 2017, jointly prepared by Government and World Bank







Although the evaluators were not aware of any studies that have been undertaken in this regard, many stakeholders that were consulted expressed concerns that the current economic environment and government's austerity measures may reverse some of the gains made, especially with respect to enrolment ratios, retention rates, and teenage pregnancies among vulnerable groups.

### (c) WASH outcomes

The public sector WASH investments over the years have been dwindling and hence failing to sustain the requirements of the population. The sector is now largely depending on international development partners, although this 'gap filling funding source' is also diminishing. Furthermore, the two flagship Rural and Urban WASH programmes were heading towards their end in 2019, with no other long term commitments in support of WASH in place (from both the state and non-state actors). The situation hence calls for an urgent need to establish sustainable and innovative funding mechanisms including prioritization by Government to increase its domestic resource allocation towards WASH.<sup>55</sup>

Table 21. Status of WASH Component of Outcome 6.1 indicators as at end of 2018

Outcome 6.1: Vulnerable populations have increased access to and utilization of quality basic social services			
Indicators	Baseline and Targets	Status (2018)	Rating
<b>1.11. % of population with access to improved sanitation and hygiene</b> <b>Sanitation: (shared and non-shared facilities)</b>	<b>Baseline</b> <sub>(MICS, 2014)</sub> : Urban - 97.7%; Rural - 48% Urban - 56.8%; Rural - 32.9%; <b>Target:</b> Urban - 99%; Rural - 50% Hand-washing facilities with water and soap/cleansing agent: Urban - 70%; Rural - 50%	<b>Urban:</b> additional 28,271 h/holds <b>Rural:</b> 237,198 h/holds <b>Rural:</b> 58% (ZIMVAC Report, 2019)	 Target is on track
<b>1.12. % of population using safe water</b>	<b>Baseline</b> <sub>(MICS, 2014)</sub> Urban - 98.4%; Rural - 67.5% <b>Target:</b> Urban - 99%; Rural - 75%	<b>Additional population:</b> Urban: 97% in Jan 2019 Rural: 83% in Jan 2019 (ZIMVAC LSM Report)	 Target is achieved
<b>1.13. % of population practicing open defecation</b>	<b>Baseline</b> <sub>(MICS, 2014)</sub> : Urban - 1.1%; Rural - 43.5%  <b>Target:</b> Urban - 0.5% Rural -20%	<b>Urban:</b> No data <b>Rural: 33%</b> (ZIMVAC Report, 2019) <b>Rural:</b> 3,041 villages declared ODF areas	 On track
<b>1.14. % population with access to municipal services (continuity of water supply / quality of sewage treatment / efficiency in collection of sewage)</b>	<b>Baseline:</b> 12 hours (SLB, 2013) ; 8% (SLB, 2013) ; 37% (SLB, 2013) <b>Target:</b> 24 hrs - 50% 80%	12 hrs 20.5% 94.6% (SLB, 2018)	 No progress achieved

<sup>55</sup> UNICEF (2018); Budget Brief on WASH

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## Key achievements

Through its flagship Rural WASH Programme the UN supported access to improved water, sanitation and hygiene. Whilst the achievements could not be expressed in percentages for comparison with the baselines, the additional populations benefiting from improved access were very significant.

- A total of 28,271 urban and 237,198 rural households benefited from access to improved sanitation. In the rural areas this was achieved through support to households for the construction of improved ventilated pit latrines.
- The demand-led sanitation campaign resulted in a total of around 3,041 villages being declared open defecation-free (ODFV) in the 8 programme provinces. The promotion of the ODFVs was strengthened through the triggering concept done in 607 villages in the 12 new Rural WASH Project districts, in close collaboration with Rural District Councils (RDCs) and CSOs (see box). This resulted in the construction of 57,806 households' latrines without subsidy while 1,354 vulnerable households have been supported with a minimal subsidy across 45 districts in 8 provinces. The UN also supported the rehabilitation of the sewerage network in 6 towns.
- A total of 2,497,198 individuals in the rural areas benefited from access to safe water achieved through the drilling or rehabilitation of over 2,000 boreholes and establishment/rehabilitating of 32 piped water schemes. The UN also supported the rehabilitation of the aged water supply in 6 urban centres.

Service level standard benchmarking (SLSB) is an evidence-based method of evaluating the performance of a utility based on information collected from the utility and assessed by peers. In Zimbabwe the World Bank supported urban local authorities to develop and monitor three SLSB indicators on water supply, waste and water management and solid waste management. In 2017 the UN supported the introduction of two (2) more indicators, i.e. cooperate governance and roads and public safety.

In 2018, the UN supported hygiene promotion activities in 14 small towns and 900 villages in prioritised districts in 3 provinces. This led to the construction of handwashing stations at household level, benefitting 111,171 people and leading to the crucial behavior change of handwashing at appropriate times. In addition, hygiene education messaging reached out to a total of 752,955 people during the cholera and typhoid outbreak. A further 22,102 households received items such as buckets and soap to enable good hygiene practices.

## Challenges






The difficult economic conditions in the country have generally impacted on community based programs. Local authorities were not investing adequate resources into the operation and maintenance of community assets. In addition, capacity constraints, notably processing of school census data for real time reports to inform policy development, planning and monitoring remains was a challenge. There was a need to enhance the capture of district level data in order to produce the annual EMIS report more efficiently.

## Outcome 6.2.

Key UN interventions planned to contribute towards this outcome included: continuation of the development of the National Social Protection Policy; strengthening the implementation capacity and enhancement of sector funding; and improvements in the availability and utilisation of data for increased efficiency and effectiveness of available resources in addressing service availability for the most vulnerable populations.

Through the HDF, the UN provided salary top-up for critical staff at district hospitals and local level health facilities, thereby contributing to ensure retention of critical staff who would otherwise have left service due to poor remuneration. The two associated indicators in Table 22 below reflect this support. However, data was not available for the other three indicators.

**Table 22. Status of Outcome 6.2 indicators as at end of December 2018**

Outcome 6.2: Key institutions provide quality and equitable basic social services			
<b>2.1. % of district hospitals providing Comprehensive Emergency Obstetric and Newborn Care (CEmONC) services</b>	<b>Baseline</b> 65.5% (VMAHS Round 20, 2014) <b>Target:</b> 80%	<b>90% ( 90% of the districts have at least two doctors trained on provision of CEmONC services ) (VMAHS Q2, 2018)</b>	 Target achieved
<b>2.2. % of primary health centres providing Basic Emergency Obstetric and Newborn Care (BEmONC) services</b>	<b>Baseline:</b> 45% (NIHFA, 2012) <b>Target:</b> 80%	89% of health facilities are providing 5 selected signal functions of basic and emergency obstetric care	 Target achieved
<b>2.3. Proportion of Primary Health Facilities managing common childhood illnesses using the Integrated Management of Neonatal and Childhood Illnesses</b>	<b>Baseline:</b> 80% (NHIS) National Integration Health Facilities Assessment <b>Target:</b> 100%	89.7 (VMAHS, 2018)	 On track
<b>2.4. % of schools that do not meet the minimum functionality standards</b>	<b>Baseline:</b> Primary - 16.4%; and Secondary - 30.8% <b>Target:</b> Primary - 12.0%; and Secondary - 25%	Primary: 17.78%, Secondary: 30.06% (SP RG 2018)	 No progress
<b>2.5. % of trained teachers geographical unit (national, province, district) and by level (ECD, primary, secondary)</b>	<b>Baseline:</b> ECD - 33%; Primary - 89%; and Secondary - 73% <b>Target:</b> ECD - 40%; Primary - 92%; and Secondary - 78%	Primary: 17.78% Secondary: 30.06% (SP RG, 2018)	 Data is not credible

The UN also supported the Clinical Mentorship Programme programme in 20 districts, which have low coverage indicators for maternal, newborn and child health. The programme aims to strengthen health worker skills and improve the quality of care in the management of emergency obstetric and neonatal complications before, during and following childbirth. In collaboration with other partners, the UN also to strengthen the national Procurement and Supply Chain Management (PSM) System in Zimbabwe. In 2016, the UN supported a comprehensive assessment of the laboratory supply chain system and development of a costed action plan for implementation. This resulted in increased national capacity for viral load reagent for HIV viral load testing, as well as increased access to essential medicines and other health products beyond malaria, HIV and tuberculosis.

*"Since the introduction of the clinical mentorship programme in July 2018, health professionals are better equipped to deal with most maternity cases and Binga district hospital has not recorded any deaths during delivery. In addition, with enhanced skills, doctors at Binga district hospital no longer need to refer patients to the provincial hospital in Mpilo, 420km away. This has resulted in reduced fuel costs required to transport patients to the provincial facility".*

**Dr. Murove in:**

<https://www.unicef.org/zimbabwe/stories/healthy-baby-girl-rudo>

### **Key achievements**

- 94% of primary health care facilities in the country have been functioning continuously with approximately 80% availability of essential medicines at the primary health care level through the procurement of essential commodities and supplies.
- 97% of health facilities have at least one health worker able to provide BEmONC services<sup>56</sup> and 605 women with Obstetric Fistula were repaired.
- 93.4% of the districts have at least two doctors trained in CEmONC services.<sup>57</sup>
- 250 primary care nurses were trained and mentored in midwifery skills and a total of 820 health workers supported with on job training and supportive supervision on focused antenatal care.

In line with 'Leave No One Behind', the UN disbursed school improvement grants (SIG) with total value of over US\$24.2 million, benefiting up to 4,003 disadvantaged schools and approximately 1,431,384 learners annually. Among the disadvantaged schools were satellite schools in newly resettled areas and special schools catering for the needs of children with disabilities. The SIG funds were meant to enhance schools' operational functionality, equip schools with teaching and learning materials and upgrading existing and/or establishing new school infrastructure. While the evaluators were unable to independently verify, some stakeholders averred that the SIGs were a major contributing factor to important education performance indicators such as

<sup>56</sup> BEmONC is 'Basic emergency obstetric and newborn care' which is a primary health care level initiative promoted in low and middle-income countries to reduce maternal and newborn mortality.

<sup>57</sup> Comprehensive Emergency Obstetric and Newborn Care services, more commonly known as **CEmONC**, are the interventions provided to pregnant women and newborns experiencing fatal complications, including severe bleeding, infection, prolonged or obstructed labor, eclampsia, and asphyxia in the newborn.

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GERs (especially in the 10 most disadvantaged districts), Grade 7 and 'O' Level pass rates, and minimum performance in English and Mathematics at Grade 2 level.

### **Outcome 6.3.**

Under this outcome, the UN aimed to government's effort to expand coverage of the harmonised Social cash Transfer (HSCT) to 200,000 households as well as continue to support the development and implementation of a comprehensive social protection framework that feeds into in the National Social Protection Policy.

### **Outcome 6.3: Households living below the food poverty line have improved access to and utilization of social protection services**

***UN assistance played a critical role in social protection policy and strategy development.*** The development and adoption of the National Social Protection Policy Framework (NSPPF) in 2016 was a landmark achievement of UN-GoZ collaboration within the ZUNDAF. The support came at the opportune time when government was in need of a policy framework within which to address the social dimensions of the deteriorating economic environment which were creating high levels of vulnerability. Important interventions towards firming up implementation of the NSPPF included UN and World Bank supported Joint Needs Assessment and the Social Protection Sector Review. The Joint Needs Assessment resulted in a strategic reflection on Zimbabwe's social protection sector and the adoption and implementation of UN-WB supported short-term Social Protection Action Plan that sought to achieve the harmonisation and streamlining of business processes of social protection programmes as well as development of social protection data and information management systems. On the other hand, the system-wide Social Protection Sector Review would form the basis for the reform of the social protection sector in 2019. The National Action Plan for Orphans and Vulnerable Children (III) and the Child Protection Fund (III) were also finalised and launched in 2016. The evaluation, however, noted that the implementation plan for the NSPPF had not yet been finalised.

With the growing need to protect vulnerable groups against the negative social dimensions of economic reform processes and increased informalization of the economy, the UN also worked with the National Social Security Authority (NSSA) to launch a National Health Insurance Scheme (NHIS) aimed at achieving universal health insurance coverage for employees.

***The Harmonised Social Cash Transfer (HSCT) programme was the flagship for reaching out to vulnerable households.*** Financed through the Child Protection Fund (CPF), the UN supported implementation of the HSCT in 8 districts, with another 4 districts being under the DREAMS programme supported by USAID. The two initiatives had a cumulative reach of 37,669 households. 11 of the 25 HSCT programme districts were supported by GoZ. By the end of 2018 GoZ was taking over the DREAMS caseload, whilst the UN would also surrender the 8 HSCT programme districts to GoZ in early 2019. There were also plans to expand the programme to an additional 10 districts. The 2018 HSCT 48 months Impact Evaluation pointed to noticeable improvements in household food security, and a positive impact on the ownership of productive


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assets and household finances. The evaluation, however, noted that GoZ was in arrears in its 11 sponsored districts. Although Treasury was disbursing the funds to the responsible Ministry, payments could not be effected mainly due to the cash shortages which affected cash-in-transit payments. This puts to question the effectiveness of GoZ takeover of the additional CPF and DREAMS caseloads. The evaluation also questioned the scalability of the HSCT programme model, given the heavy investments that are required for the household targeting process.

***The UN advocacy efforts for increased budgetary allocations to the social sector had positive ripple effects on social protection coverage.*** The UN has used social sector expenditure and post-budget reviews as well as vulnerability assessments as important tools for lobbying Government to prioritise social spending. The advocacy efforts contributed towards increased public spending on health, education and social protection initiatives benefiting children living in the poorest quintile, surpassing the 2018 target of 1.5% to 2%. The percentage of Government budget allocated to the social sectors also increased from 31% in 2017 to 34% in 2018. This was a major milestone towards the sustained investments in ending child poverty and hunger, whilst strengthening good health and well-being and quality education for children, i.e. SDGs 1, 2, 3 and 4. They also resulted in Government putting in place social protection floors, including free treatment, ante- and post-natal care for pregnant mother, children under five and the elderly. Government also introduced a budget line for Resilience Building to which it allocated US\$10 million for the 2019 financial year.

***Technology-based innovations for disbursing payment to cash transfer beneficiaries have remained at a very small scale when the cash situation demanded increased reliance on mobile payments.*** The UN made an effort to promote electronic cash transfers and piloted the SCOPE platform in Rushinga District. The pilot, however, had not been scale up to other districts. The UN has also supported the Ministry of Public Service, Labour and Social Welfare to contract a service provider for the design and implementation of an electronic cash transfer system in all the Government sponsored HSCT programme districts. By the end of the period under review, however, the procurement process had not been concluded. and the Management Information System (MIS) now allows for more effective case management in 7 Districts and 10 Provincial Offices. Cash based interventions have generally faced challenges in 2018, with mobile transfers becoming more feasible operationally, yet unrealistic when it comes to transfer values due to the multi-tier pricing system where values have been significantly eroded. Government funded transfers have also been affected by unavailability of cash in the banks, leading to only one out of 6 cycle payments being managed in 5 of the 11 government funded districts during the year. Where UN has managed to get cash in US dollars for the UN supported districts, there have been currency conversion challenges as beneficiaries reported feeling cheated out of the value of the USD by unscrupulous local business people.

**Table 23. Outcome 6.3 assessment**

<b>Outcome 6.3: Households living below the food poverty line have improved access to and utilization of social protection services</b>			
3.1. % of households living below the food poverty line directly benefiting from social transfer programmes	<b>Baseline:</b> 10% (ZimVac, 2013) <b>Target:</b> 40%	no data	not rated
3.2. % of the national budget allocated to Social Protection Systems	<b>Baseline:</b> 0.3% Budgeting for Children in Africa 2013 <b>Target:</b> 10%	1%	 No progress

### **Finding 9. Key programming principles and crosscutting issues were adequately addressed**

ZUNDAF implementation adhered to the five programming principles of the UN. In terms of capacity building, some of the ZUNDAF's major achievements included, (i) supporting institutional policy and capacity development across all the outcome areas, (ii) support to development of sectoral policies, legal instruments, programme and financial management tools, as well as training of implementing partners. A number of interventions also provided direct infrastructure and equipment support to beneficiaries at community level as part of capacity building. Furthermore, the UN also provided support to strengthen institutional capacities of the Chapter 12 Commissions, including the Zimbabwe Gender Commission (ZGC), Zimbabwe Human Rights Commission (ZHRC), Zimbabwe Electoral Commission (ZEC) and the National Peace and Reconciliation Commission (NPRC).

With regards to mainstreaming of human rights-based approaches (HRBA) and gender equality and women's empowerment (GEWE), these were mainstreamed across all ZUNDAF pillars as well as at the level of programme activities. Advancement of women's rights and the promotion of gender equality was done in accordance with the Constitution of Zimbabwe, as well as regional and international instruments such as CEDAW and the United Nations Security Council Resolution 1325, on Women, Peace and Security. For example, the UN supported the women's parliamentary caucus in various ways, including strengthening their understanding and unpacking the Marriage Bill to enable them to effectively debate its legal implications before its enactment. Participatory and consultative workshops were undertaken to review processes of Section 78 of the Constitution on marriage rights, focusing not only on the Marriage Bill, but all aspects of family law.

The Spotlight Initiative is one example where the UN targeted the advancement of gender equality and human rights by addressing gender-based violence (GBV). Other examples of HRBA and GEWE mainstreaming were also evident within the HIV Priority Area 3, where the UN Joint Programme on HIV and AIDS provided supported the national AIDS response with particular focus on the rights of adolescent girls and key populations, thereby addressing the principle of leaving no one behind. Through UN capacity building support, the Ministry of Health had become principal recipient for the Global Fund.

Interventions under Priority 6 pertaining to access to basic social services, including primary healthcare, clean water, proper sanitation and basic education were also inclusive and generally designed with objective to leave no one behind.

The ZUNDAF design was consistent with results-based management principles (RBM). Outcomes were articulated in the ZUNDAF while UN agency outputs were elaborated in the joint Implementation Matrix (JIM), together with respective indicators with baselines and targets. There were gaps however, with regards to disaggregating of data, especially for indicators under priority 4. In some instances, the indicators were disaggregated by gender, but the data disaggregated data was not available for reporting purposes. There is also need to support generation of data and strengthening the various Information Management Systems, ensuring that data that is collected is disaggregated by sex and age for use in programming.

**UN staffs perspectives on ZUNDAF effectiveness.** The evaluation sought to validate the above findings by establishing the general opinion among UN programme staff through the electronic survey. The findings (Figure 5) of the survey show that the majority of UN programme staff (>60%) generally feel that the UN was effective in terms of the measured parameters. Only a small proportion (<6%) felt that the UN was not effective in one or more of the measured parameters; while between 16 - 30% were somewhat undecided.

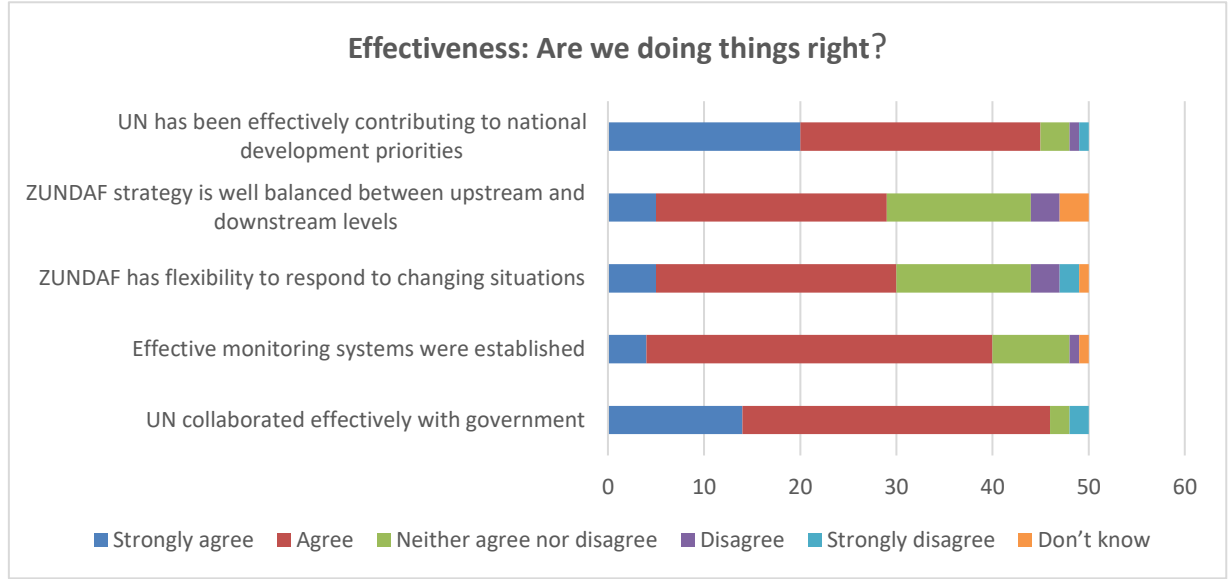


Figure 4. UN Programme staff responses to electronic survey on effectiveness

**Overall assessment of effectiveness.** Based on the foregoing findings, the overall evaluators’ assessment based on the undg criteria of five specific quality standards is shown in Table 23 below.<sup>58</sup>

<sup>58</sup> UNDAF Guideline 2017; Annex 1, p 35 {The rating scale is: 1 – 5; where a ranking of “5” means that the quality criterion has been fully met; and “1” means that it is not reflected at all}



**Table 24. Overall Evaluators' Assessment of ZUNDAF Effectiveness**

#	Detailed description of quality standard	Ranking	Basis for the assessment
1.	<b>Results-focused programming:</b> (a) The ZUNDAF supports the use of evidence and disaggregated data, including data collection and analysis from national institutions, partners, civil society organizations and marginalized groups. (b) The ZUNDAF applies a results-based management approach, such as through clear results chains, and has a plan for monitoring and evaluation.	2	a) Some of the ZUNDAF indicators do not measure the UN's contribution b) The UNDAF lacks a clear theory of change model
2.	<b>Risk-informed programming:</b> (a) The ZUNDAF identifies risks and defines risk management to ensure timely and effective programme delivery. (b) The ZUNDAF rigorously assesses and mitigates social and environmental impacts to ensure that the country programme does not cause harm to people and the environment.	3	The ZUNDAF results, monitoring and evaluation (RME) framework contains an assessment of risks and assumptions. However, there was no evidence to show whether or not, or how these risks were managed (e.g. Priority 4).
3.	<b>Development, humanitarian and peace building linkages.</b> The UNDAF demonstrates coherent response across development, humanitarian and peace building agendas, underpinned by human rights, in crisis and post crisis settings: (a) UN joint multi-dimensional conflict and risk analysis was undertaken, where appropriate. (b) The CCA considers multi-hazard risks, human rights, humanitarian and peacebuilding dimensions in a holistic way, as well as existing coping and response capacities and resilience systems. (c) When appropriate for the context, the ZUNDAF has collective outcomes articulated based on joint analysis and multi-year planning, building on the comparative advantages of a diverse group of partners.	4	The UN appears to have seamlessly shifted between development and emergency response; also a social cohesion and peace building component under the Peacebuilding Fund was integrated under Priority 5 However, in line with the new guidelines, the CCA should be updated periodically to inform annual work planning
4.	<b>Coherent policy support.</b> (a) The ZUNDAF enhances policy coherence at the country, regional and multilateral levels, leading to action (policies and programmes) that build upon and reinforce each other. (b) The ZUNDAF promotes issue-based approaches to support joint/interagency programming.	3	a) The UN contributed at legislative and policy levels. The change for SDG coordination from Ministry of Economic Planning to Social Welfare potentially affects policy coherence and coordination b) The UN has registered a number of collaborative initiatives across the priority areas
5.	<b>Partnership.</b> (a) The ZUNDAF considers the development partnership landscape to tap the full potential of partnerships, including with the private sector. (b) The ZUNDAF considers the development of transboundary national partnerships, including through promoting the use of South-South and triangular cooperation.	4	The UN has developed strong partnership with bilateral and multilateral funding partners, and has often stepped up in the face of government-donor standoff

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### 4.3. Efficiency of ZUNDAF Implementation and Coordination

This section assesses the efficiency of ZUNDAF implementation and coordination. The United Nations Evaluation Group (UNEG) adopted the definitions used by the Organisation for Economic Co-operation and Development- Development Assistance Committee (OECD-DAC), which defines ‘efficiency’ as follows: *“Efficiency measures the outputs—qualitative and quantitative—in relation to the inputs. It is an economic term which signifies that the aid (sic) uses the least costly resources possible in order to achieve the desired results”*.<sup>59</sup>

In that regard, it follows that evaluating efficiency requires answers to the following questions: Were activities cost-efficient? Were objectives achieved on time? Was the program implemented in the most efficient way compared to alternatives? Was the programme implemented to achieve optimal benefit from its available resources? Were programme activities managed and administered in a manner that fosters service delivery to beneficiaries?<sup>60</sup>

Furthermore, when the UNCT in Zimbabwe considered the case for adopting ‘delivering as one’ in 2015, it noted that its key stakeholders – government and development partners, both wanted to emphasised efficiency gains, especially with respect to reducing transaction costs as well as reducing overlaps through programme integration.<sup>61</sup>

In view of the above, the evaluators decided to combine the assessment of ‘delivering as one’ under the broad banner of ZUNDAF efficiency. Efficiency, therefore is seen from the perspective of programme implementation and resourcing, including resource utilization.

#### 4.3.1. Delivering as One (DaO)

##### **Finding 10. The UN has embraced the DaO approach with varying success between its pillars**

Based on the standard operating procedures (SOPs) the architecture for ‘delivering as one’ comprises five pillars, namely (1) One Programme, (2) One Leader, (3) Common Budgetary Framework (with optional One Fund), (4) Operating as One and (5) Communicating as One.

The evaluators found that these pillars had more or less been established and were functioning to varying degrees.

#### **One Programme**

The United Nations Development Group (UNDG) defined the ‘One Programme’ concept as follows: *‘One Programme pillar brings all members of the country team together under one nationally-owned strategy that draws on the full range of UN expertise. With full participation of*

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<sup>59</sup> <https://www.oecd.org/dac/evaluation/>

<sup>60</sup> UNEG Handbook for Conducting Evaluations of Normative Work in the UN System, p 29

<sup>61</sup> The case for full application of the Delivering as One Standard Operating Procedures in Zimbabwe

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*relevant national and international partners, the UN Resident Coordinator leads the UN country team through a programming process to create a set of strategic results based on national priorities, the internationally agreed development goals, and the UN's capacity and comparative advantages*<sup>62</sup>.

Based on the above definition, the One Programme was well established in Zimbabwe. The 2016-2020 ZUNDAF was formulated at outcome level and was signed by all participating UN agencies as well as by the Chief Secretary to the President and Cabinet. With regards to its implementation, the Government and the UNCT formulated a Joint Implementation Matrix (JIM), which provides a common tool for ZUNDAF operationalisation at output level and should replace agency specific programming documents in line with UNDG guidance and global best practice.

The evaluation found that UN agencies relied much more on their respective country programme documents rather than the ZUNDAF and the JIM for programming. Responding to the electronic survey, majority of UN programme staff (63%) said that they did not consider the ZUNDAF as the main planning framework, partly because they did not have to account to anyone for its results. Programme staff also noted that the excel spreadsheet that is used as the major tool for annual work planning and reporting was not user-friendly. Consequently, they did not invest too much time on it besides the 'copy, paste' from their agency specific tools, with overall result that reporting is not aligned to the output indicators in the JIM.

### **One Leader**

The concept of 'One leader' entails an empowered UNRC and UNCT members whereby the RC leads and coordinates the UN system to ensure coherence and alignment of UN activities in support to national priorities; while the UNCT leads results groups and takes decisions on programmatic and financial matters.

The UN stated in the 2016 - 2020 ZUNDAF document that: *"All major ZUNDAF processes are led and chaired by the UN Resident Coordinator and the Office of the President and Cabinet, who are accountable for the strategic oversight of ZUNDAF results. The UN Resident Coordinator, as the designated representative of the UN Secretary General, coordinates the actions of the UN Country Team to achieve ZUNDAF results"* (ZUNDAF, p 32).

Monthly and special meetings, as well as an Annual Retreat allow the UNCT to make evidence-based decisions in line with the implementation of its work plan supported by inter-agency teams for programmes, operations, communications and policy.

Based on information provided by various key informants, the RC/UNCT system worked well in Zimbabwe. At the level of ZUNDAF however, the evaluation observed two issues that negatively impact on the 'one leader' system. Firstly, some UNCT members were nominal heads of Results

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<sup>62</sup> <https://undg.org/standard-operating-procedures-for-delivering-as-one/>

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Groups, exercising their functions by delegating to their respective senior programme staff. Programme staff with delegated responsibility noted that they experienced difficulty convening the RG meetings. The second issue is with regards to the role of the Government in ZUNDAF. The head of respective line Ministries were designated as co-chairs of RGs, but they most of them hardly ever undertook that function, and also delegated. This approach signals (rightly or wrongly) lack of commitment at senior management level, and does not motivate staff at lower levels.

The UNCT also established other requisite teams to support its leadership of the One Programme, i.e. Programme Management Team (PMT) and Operations Management Team (OMT). The Monitoring and Evaluation (M&E) Working Group was still in its nascent stages at the time of the evaluation, while plans were at advanced stage to establish the Joint Policy Analysis Team (JPAT). These groups also have varying degrees of performance effectiveness, but overall were performing quite well as long as they were made to account by the UNCT. The evaluation noted that respective chairs of the PMT and OMT periodically attended and briefed the UNCT. The evaluation also noted, however that there was no institutionalised system for coordination of the PMT and OMT.

The remaining three pillars (Operating as One”, Communicating as One, and One Budgetary Framework) will be discussed in detail below with specific findings related to their effectiveness.

**Finding 11. While there is high levels of inter-agency collaboration, there were limited joint programmes**

The evaluation found that UN agencies collaborated at various levels through joint initiatives as well as sharing information and resources when they work in the same localities. It was also apparent however, that there were few formal joint programmes that had been established during the period under review.

In consultation with various key informants, the evaluators identified the following joint programmes to be under implementation:

- Joint Programme on Gender Equality (JPGE) – started in 2014 (UNFPA, UNDP, ILO and UNWOMEN)
- United Nations Joint Programme on HIV and AIDS;
- Food and Nutrition Joint Programme (FAO, WFP, WHO, UNICEF)
- Joint Programme on Access to Justice (UNDP, UNICEF, UNFPA, UNWOMEN)
- Joint Programme on Migration (IOM, ILO, UNWOMEN)
- Spotlight Initiative (ILO, UNDP, UNESCO, UNFPA, UNICEF, UNWOMEN)

UN agencies also collaborate on various surveys, but as was noted by one of the key informants, “In a context where agencies seek to effectively work together towards ‘delivering as one’ joint programmes should be the norm, not the exception.”

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The UNCT established Results Groups to lead joint planning, implementation, monitoring and reporting of respective priority areas. The evaluation noted that the RGs' performance was varied, with some of them more effective than others. For example, the 2018 ZUNDAF annual review and 2019 annual planning was done in late July (3<sup>rd</sup> quarter), partly because RGs had not submitted their annual work plans (AWPs) to the United Nations Resident Coordinator's Office (UNRCO). Furthermore, key informants also noted that in most of the RGs, 'joint planning' was basically a compilation of individual UN agency AWP which were then collated by the lead agency (co-Chair) for submission to the UNRCO. Despite efforts to interrogate in-depth, the evaluators could only conclude that there were possibly two underlying causes: firstly, commitment of respective individuals, and secondly, pressure from increased workload, especially for the smaller specialised UN agencies which are thinly staffed in-country.

**Finding 12. The system for monitoring and reporting was functional albeit with some challenges**

Monitoring is based on the ZUNDAF Results, Monitoring and Evaluation (RME) framework. The evaluators were of the opinion that the structural attributes of a good RME were in place, including the indicators with baselines and targets; an outline of the major risks and assumptions; as well as description of partnership roles; and planned budget.

The formulation of the indicators should be strengthened so that they specifically measure the UN's contribution to outcomes. Some of the indicators were at national scale, making it difficult for the UN to specifically measure its contribution. This becomes particularly significant in a context where some of the social indicators are regressing due to the unfavorable socio-economic environment obtaining in the country. For example, just picking on the first ZUNDAF indicator 1.1 'change in agricultural productivity'; where the baseline was 0.85 metric tons per hectare in 2015, with a planned target to increase this to 1.5 metric tons per hectare by 2020. As it turned out, the 2018 productivity rate for maize in the country was 0.48 tons per hectare, which represents a reversal of gains from the baseline year. What then is the UN's contribution in this particular case? This could be avoided if the indicator was specific to a target district or target population group, which could be measured independently.

The evaluation also noted that reporting was not necessarily based on these indicators. A good practice would be to duplicate the RME matrix, and in cases where the indicator is quantitative, provide the progressive status of the indicator quantitatively. The ZUNDAF annual reports aggregated the indicators by saying something like "50% of the indicators are on track". It was not clear exactly what was being measured and reported as being on track; even respective members of different Results Groups had different interpretations of the meaning of '**on track**'. One group said that it referred to completion of planned activities, another group felt it was in relation to expenditures, while others were of the opinion that it referred to progress towards the indicator targets.

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A good practice that was observed was that the ZUNDAF annual reports reported on all the DaO pillars, and not just on the One Programme pillar. The reports included dedicated sections for the 'Operating as One' pillar, the 'Communicating as One' pillar, as well as 'One Budget' pillar. There was also a section on 'Results of Humanitarian Response', including a breakdown of expenditures for emergency humanitarian work.

### **Finding 13. UN 'Operating as One' successfully contributed to realization of cost savings and efficiency-gains**

There is an established and functional OMT, which is chaired on a rotating basis by a Deputy level Head of Operations and reporting to the UNCT on a quarterly basis. The OMT has works under a UNCT endorsed work plan and budget. Currently, the 'operating as one' is being undertaken within the framework of the Strategic Operations Framework, (SOF), which is the precursor to a fully-fledged Business Operations Strategy (BOS).

The SOF (2016-2020) has following planned objectives:<sup>63</sup>

- Facilitate implementation of ZUNDAF 2016 – 2020 which sets UNCT program priorities to complement the national development goals;
- Support effective and cost-efficient delivery of program activities;
- Increase harmonization and coherence within the UN system, and reduce transaction costs;
- Simplify procedures and save costs by developing better relationships with key partners, suppliers, and the government;
- Improve planning, implementation, monitoring and evaluation of the UN's interagency business operations through the use of measurable targets and indicators.

#### **Key achievements**



- In 2017, a methodology for systematic tracking of cost savings and efficiency gains under OMT AWP was developed and its implementation started through the 5 OMT Working Groups (WG).<sup>64</sup> The following table shows key annualized results achieved.
- Services that realised most cost savings are Hotels and Conferencing, Real Estate and Rent, and Clinic cost recovery.
- The UN Clinic realised the highest cost avoidance in 2017 as a result of efficiency gains through the reduced number of hours from using the facility.

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<sup>63</sup> Strategic Operations Framework: Supporting Inclusive Growth & Sustainable Development, p 7

<sup>64</sup> 5 working groups were established for : Human Resources, Procurement, Common Services, Common Premises and HACT

**Table 25. Key results under 'Operating as One'**

2016	2017	2018	Assessment
<b>Cost savings:</b> <b>Target: \$221,755</b> <b>Achievement: \$417,000</b>	<b>Cost savings:</b> <b>Target: \$649,056</b> <b>Achievement: \$1,126,243</b>	<b>Cost savings:</b> <b>Target: \$1,654,902.</b> <b>Achievement: \$1,202,984</b>	 Achieved 91.9% cost saving against 3-year target
	<b>Efficiency gains:</b> <b>Target: \$713,068</b> <b>Achievement: \$1,143,362</b>	<b>Efficiency gains:</b> <b>Target: \$1,029,994</b> <b>Achievement: \$550,806</b>	 Achieved 102% efficiency gains against planned target

## Challenges

The challenges related to Operating as One include:

- Different Enterprise Resource Planning (ERP) systems in agencies making it difficult to collate data as the data is not available in one place and in one format.
- Delays in submission of information on inter-agency surveys or activities. UN agencies are not forthcoming with the required data. One reason could be that the data is supposed to be manually captured into a template and this could be cumbersome.
- Not all agencies participating in all activities therefore the reporting that is being done may not reflect the full scale savings that may actually be realised.
- Lack of guidelines compelling agencies to use common services.

## Finding 14. UNCG successfully profiled the UN and influenced social discourse in Zimbabwe

The United Nations Communications Group (UNCG) is chaired by the RCO Communication Specialist, and also co-chaired on a rotating basis by a communications specialist of a UN agency with the Head of that agency acting as Champion of the group. A joint communications strategy for the 2016-2020 ZUNDAF was endorsed by the UNCT, with a budget of \$300,000.

The UNCG reports to the UNCT on a quarterly basis and its results integrated in the annual ZUNDAF results report. The Zimbabwe 'communicating as one' pillar was cited as a best practice by the UNDG.<sup>65</sup>

In the period under review, some of the key results achieved under 'communicating as one' are outlined below:

<sup>65</sup> Standard Operating Procedures for countries adopting the "delivering as one" approach: Guide to Communicating as One, p 8



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- **Media presence.** The UN established an online presence and social media following, resulting in over 100,000 unique users per month (website 65,000 users, over 12,800 followers on Facebook and over 33,000 on Twitter).
  - **Advocacy.** The UN undertook brownbag series on various issues, including early childhood development, discrimination against women and girls with disabilities, gender equality, ending gender-based violence (GBV) and child marriages, human rights, reproductive health rights, and HIV prevention.
  - The UN also enhance its advocacy through common messaging on key and topical social issues such crisis prevention and mitigation. In 2018 alone, 13 UN statements highlighting gender equality, health, HIV, Nutrition, peace, human rights, democratic election, and cholera awareness were issued and covered in media, thereby ensuring that the UN’s perspective informed social discourse around these issues.
  - **Media capacity.** Programmes to support capacity building on effective development reporting resulted in 950 articles - 20 op-eds, 40 radio programmes – 19 of which were centred on ZUNDAF- and 17 press releases. New media platforms were established, such as for example, The Chase with Zimpapers TV Network – a platform that convenes development stakeholders to debate topical issues such as gender equality, safe cities, media freedom and Zimbabwe’s ongoing reform agenda.
  - **Joint events.** Several joint events were undertaken, including notably, 16-day Campaign to End Violence Against Women and Girls (EVAWG) and the profiling of joint UN-Donor programmes such as the Spotlight Initiative aimed at EVAWG. With regards to the former, eight radio programmes were undertaken profiling the joint UN and Sweden “Because I Am A Man” campaign with the aim of engaging Zimbabwean men in the fight against gender-based violence (GBV). Nine opinion editorials on violence against women and girls were also drafted and published in daily and weekly newspapers.

#### 4.3.2. ZUNDAF Resources and expenditures

##### **Finding 15. There was no evidence of any joint resource mobilisation by UN agencies**

The key elements of a common budgetary framework were well established, including particularly the common ZUNDAF budget, which is further disaggregated by priority area and outcomes.

However, there was no evidence obtained with regards to joint resource mobilisation. On the contrary, key informants, notably donor representatives as well as some senior UN management observed that UN agencies often compete for resources, including sometimes by submitting proposals to donors for the same or closely similar projects.

According to some key informants, one of the key performance indicators for head of agencies was on resource mobilisation. This puts pressure on them to compete for resources against other agencies in order to satisfy their headquarters’ requirements. A second d challenge was to do with the issue of attribution for results of joint resources. The bigger UN agencies tend to



overshadow the smaller specialised agencies, thereby creating a *disincentive* for joint resource mobilisation efforts.

The evaluators noted that the bulk of common or joint resources were mostly from trust funds such as the Peacebuilding Fund (PBF) or the Resilience Building Fund, as well as other globally driven initiatives such as the Spotlight Initiative. However, these tend to be headquarters driven and often prescribe the areas of intervention that may or may not necessarily be a country priority. The trust funds' approach is that they open a window and they require/insist that UN agencies apply for the funds jointly, sometimes even insisting that particular agencies have to be part of the application. This was cited as one reason why then 'joint' implementation fails to take off (see also box).

**The case of the JPGE.**

This was a JP with four participating UN organisations (PUNOs) – ILO, UNDP, UNFPA and UNWOMEN. The JP was jointly implemented in Masvingo district. According to key informants, the results of the JP did not meet the expectations of some of the PUNOs, and as a result UNWOMEN engaged SNV, an international NGO as its implementing partner in Murehwa district to separately advance its component of 'Making markets work for women' under the JP.

There is no common fund for ZUNDAF but aggregated UN budgets. Despite the lack of joint resource mobilisation however, the UN was on track to achieve its planned budget of \$1,641,800,000. ZUNDAF expenditures<sup>66</sup> over the three years ending December 2018 were \$1,086,748,737 representing 66% of the planned budget as shown in the following table.

Table 26. UN expenditures against planned budget

	Planned (2020)	Expenditure (2016-18)	Expenditure as % of budget
<b>Priority 1</b>	300,000,000	166,924,101.14	56
<b>Priority 2</b>	45,000,000	11,105,829.27	25
<b>Priority 3</b>	260,000,000	521,485,908.46	201
<b>Priority 4</b>	215,000,000	10,337,040.84	5
<b>Priority 5</b>	73,800,000	49,489,622.96	67
<b>Priority 6</b>	748,000,000	327,406,234.97	44
<b>Total</b>	<b>1,641,800,00</b>	<b>1,086,748,737.64</b>	<b>66</b>

The above table paints a picture in which resource mobilisation targets were on track with 66% of planned resources having been obtained and delivered. The table also shows Priority 3 (HIV and AIDS) as an outlier with expenditures two times higher than planned. If we remove that outlier from the totals, the resulting resource mobilisation deeps to 44% of planned budgets.

Table 20 also illustrates that Priority 4 (Poverty Reduction and Value Addition) was the least funded, with 5% of planned budget mobilised, followed by Priority 2 (Gender equality) with 2% of planned resources mobilised.

<sup>66</sup> The evaluators were unable to get data on available resources, and used expenditures as its proxy

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Overall, the country was facing challenges with respect to partnership for development, due to constrained relations between the government and its bilateral partners, as well as huge unpaid external debt with multilateral partners. This has constrained the country's capacity to resolve its macroeconomic imbalances, including negative trade balance, high debt to GDP ratio, rising cost of living and shortage of foreign exchange.

UN has made efforts to support the government to improve its partnerships, but this has not yet realised and progress. On its part, the UN has successfully developed partnerships with variety of donors, particularly traditional donors with regards to programmes that target the most disadvantaged groups. Information from donors that were consulted indicates that they foresee continued partnership in the areas of their respective programming interest, but not directly to government. For the UN therefore, this is both an opportunity and a challenge. It is an opportunity that can be leveraged to advocacy for more SDG-based programming by government; but also a challenge with regards to government's capacity to implement programmes.

**Finding 16. Despite realising efficiency gains from harmonising operations, UN efficiency in programme execution and value for money remains an area of concern**

One definition of 'value for money' is that it entails 'the most advantageous combination of cost, quality and sustainability of an intervention'. Generally development interventions are very difficult to quantify in terms of input-output ratios, as would be the case for example, for engineering processes, where a given quantity of input is expected to produce a certain quantity of output.

However, based on the assessment of some of the projects that were visited by the evaluation team, the evaluators did not see clear demonstration of 'value-for-money' from some of them. It was observed that some of the projects had done quite well to increase awareness and training of community beneficiaries. Beneficiaries also demonstrated a good grasp of the issues being advocated and the intentions of the projects that should be supporting their initiatives.

The scale of the interventions was however limited and could not be expected to make an impact in terms of beneficiaries' livelihoods. As a result, some projects would start with a high number of participants that dwindled over time, while other projects lacked sustainability and would invariably end as soon as the funding support was ended. This was the case witnessed in Nyanga rural district for example, where one group initially started with 24 members, had declined to 10 at the time of the visit, and had combined earnings of Z\$200 over a period of a month. Consequently, some of these initiatives were not attractive as pilots, and therefore could not encourage any upscaling or replication.

It was also observed that some of the projects did not have specific or well-defined targeting criteria. In a number of cases, willingness to participate was used as the only selection criterion, without paying any due regard to vulnerability and marginalisation. For example, well-to-do Master Farmers were selected to demonstrate drip irrigation because they were willing and had capacity, and in the end benefitted free equipment and irrigation infrastructure, for which the

most vulnerable and disadvantaged farmers were now expected to purchase. Sometimes project initiatives were built around existing community groups whose membership was based on willingness and not vulnerability.

**Finding 17. The UN expenditures in basic service delivery have been increasing even as its contribution to emergency response has decreased.**

The financial data in Table 25 above also shows that the UN has been increasing its delivery in basic service delivery as government’s capacity to deliver same has continued to weaken. The data (Figure 4) also shows that expenditures on humanitarian emergency response accounts for a very small proportion of the UN’s total expenditures.

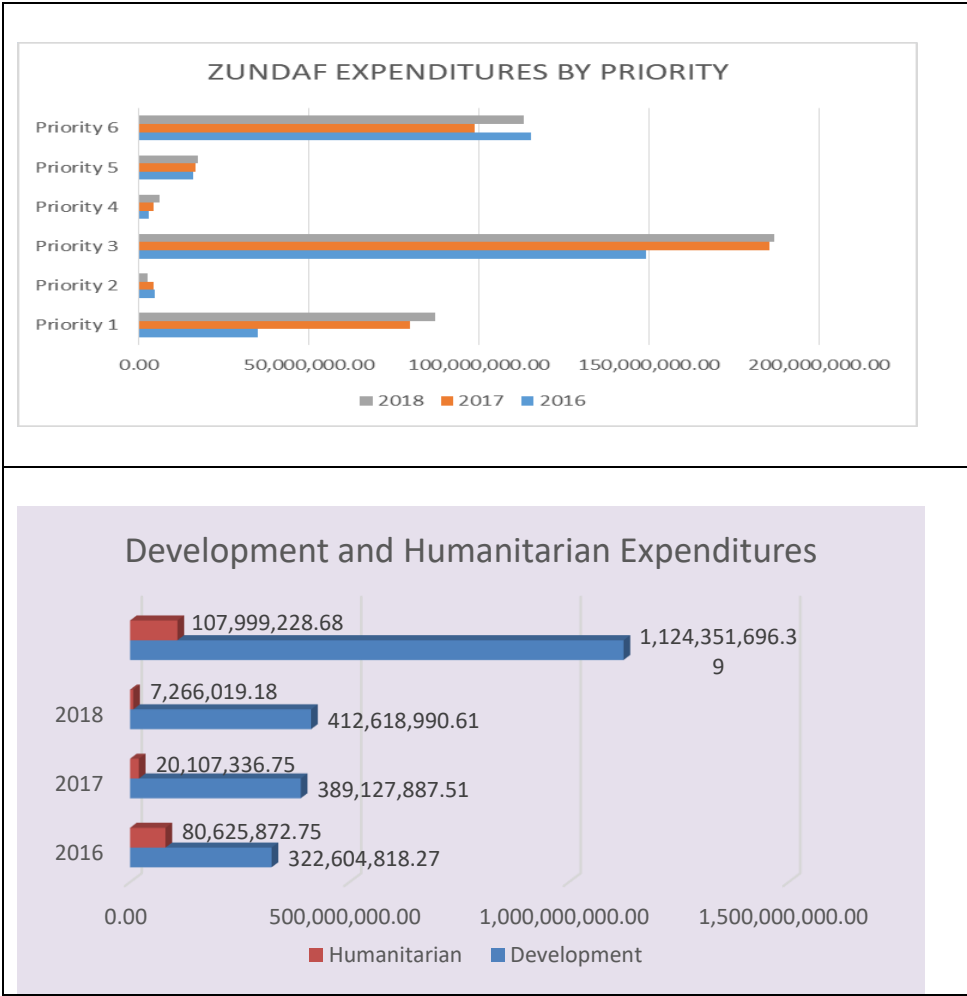


Figure 5. ZUNDAF Expenditures

The bottom graph of Figure 4 shows that the UN’s humanitarian emergency expenditures were \$80.6 million in 2016, and declined to \$7.3 million in 2018. The high expenditures in 2016 and 2017 reflect the UN’s response to the El-Nino drought in 2016 and the outbreak of cholera in the following year. However, the top half also contains some interesting revelations. Firstly, the data

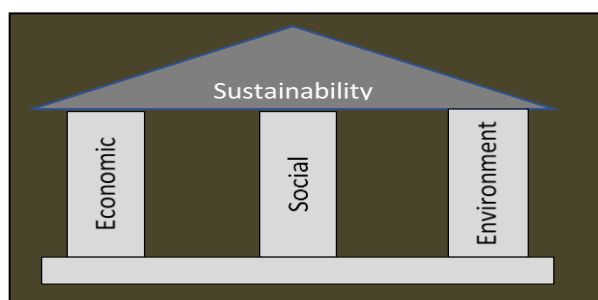
shows that the UN has consistently had higher expenditure in Priority 3 (HIV and AIDS) owing to the funding from the Global Fund. Secondly, the data also shows that the UN has stepped up to deliver direct basic services (Priority 6) as well as support to food and nutrition security (Priority 1) in the face of weakened government capacity.

#### 4.4. Sustainability

This section contains the evaluators' findings on the sustainability of ZUNDAF processes and results. At the project level, sustainability refers to the probability that the benefits from UN interventions will continue to be available after the end of funding. Sustainability can also be viewed from a higher plane, where it defines the programme's capacity to meet the needs of the present without compromising the ability of future generations to meet theirs – in other words planning for sustainable development.

#### Finding 18. The ZUNDAF addresses the three pillars of sustainable development

Beyond just the mention of SDGs throughout the ZUNDAF, a critical measure is to assess its responsiveness to the concepts of sustainable development as defined above. Contemporary literature regards sustainability consisting of three pillars – economic, social and environment (see box). If one of the pillars is weak then the whole system becomes unsustainable. This implies that the design of a programme should be sensitive to the overall effects and consequences of its interventions on the other pillars.



Based on the evidence gathered, there was indeed an effort to ensure that the ZUNDAF was responsive to sustainable development. At design level, the logic that the three pillars should be addressed concurrently is apparent in the selection of priority areas. Priority 4 addresses the economic pillar; while Priorities 2, 3 and 6 address the social pillar. Priority 5 is crosscutting. The environment pillar was addressed extensively as a crosscutting issue, particularly under priority 4 (green economy), as well under priority 1 (climate smart agriculture).

As discussed in the section on relevance, this is where the importance of a theory of change can be seen. It allows programme design to showcase how the three pillars are integrated and also enables programme implementation to be aware of the potential risk of collapse if the other pillars begin to lag behind. This will empower and equip project personnel on the ground with the necessary tools to monitor and report any telltale signs or cracks as they appear. The evaluators' were able to observe how this works in practice during a project site visit in Murewa district.

*The UN supported an enterprising young family in Murewa district by providing them a solar dryer for their food processing business. The young family produced their own vegetables and chicken on the family plot, but to utilize full capacity of the dryer, they required to augment this by buying from the community. However, community members were not willing to sell their produce to the young family who they considered as privileged and dispassionate. As a result, the solar dryer was lying idle some of the time. The **social pillar** had not been addressed.*



### **Finding 19. The UN collaborates with NGOs and CSOs as IPs, but government's capacity for scaling up could affect sustainability of UN's interventions**

UN interventions in key sectors including public administration and governance, agriculture and food security, gender, health and education are implemented through the national implementation modality (NIM), through partnership with the central government and its subnational structures, local authorities, CSOs and NGOs. This strategy enhances national ownership of development processes, which is a critical factor for sustainability of results. For example, the UN's implementing partner for the Joint Project on Nutrition in Mutasa district was the Nutrition Action Council (NAC). The project was based on a multi-sectoral approach which included representatives of government at local level. In Ward 2, a nutrition committee was established in 2016, and the evaluators met the Committee during the project site visits, and observed that its membership included: Ward councillor, Village head, Government representatives (Agritex, Health, Education, Social Welfare), Community members (peer leaders, male champions, elder women champions), and youth representatives.

The evaluators noted that NIM was possible partly due to the strong alignment of the ZUNDAF to the national development framework (ZimAsset). Government had established structures to lead implementation of the Zim Asset clusters, and the UN was able to work through these same structures, which enhanced sustainability.

However, post 2018, the country was experiencing harsh economic conditions, including high unemployment, shortages of cash constraining government's capacity to implement programmes and resulting in increase in household poverty. If this trend continues over the medium to long term, the sustainability of the UN's interventions may be threatened. Already there were signs that some of the past achievements were rolling back as observed by NAZ officials who noted that the latest Zimbabwe Vulnerability Assessment Committee (ZIMVAC) report showed an increase in stunting for Mutasa district despite the interventions carried out over the last three years.

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The evaluation also observed that some of the community-level interventions were already experiencing sustainability challenges. Two such examples include (i) the Hopley Women and Youth Empowerment Project and (ii) the Honey Processing Project in Murewa District. With respect to the Hopley project, the objective to link youths to the labour market was not sustained. Information gathered from the project beneficiaries was that the City of Harare was not recruiting any of them for its works. In addition, the project could not link any of the trained youths to other construction firms due to the generally constrained macro-economic environment. Only 17 out of the 103 trained builders, pavers, carpenters, painters and plumbers were still in place - the rest had dropped out. In Murewa district, the community project had been closed because the community could not raise the funds for maintenance.

## **V. GOOD PRACTICES AND LESSONS LEARNED**

Based on the foregoing analysis of the evidence and the resultant findings, this chapter describes key good practices and lessons learned from ZUNDAF implementation during the period 2016 – 2018.

### **5.1. Good practices**

There were a number of practices that were undertaken by the UN in the course of ZUNDAF implementation that the evaluators deemed to be good practices by virtue of the results that they contributed towards achieving. In some cases however, the evaluators also relied on the perceptions of the key informants who were asked the direct question: *‘what were some of the good practices that you were able to identify during implementation’?*

#### **A. Strong alignment with national and sectoral development plans and systems**

At its formulation, the ZUNDAF was strongly aligned with the country’s strategic framework – Zim Asset (Finding 1). This strong alignment enabled the UN to make use of government structures at central and subnational levels to implement ZUNDAF interventions, thereby enhancing sustainability. Many key informants observed that during the Zim Asset era, there was more effective coordination with the government through the Zim Asset clusters. Some of these clusters were still functional in the post-Zim Asset era, while some of them had become defunct. For example, as noted above (Finding 16), the multi-sectoral nutrition committees that were established in Mutasa district were part of the Zim Asset nutrition cluster.

#### **B. Alignment with SDGs**

Although it was developed in 2015 just a year prior to the launching of the SDGs, the UN aligned the ZUNDAF with the SDG goals. The UN also supported the government to localise and prioritise the SDGs resulting in the country prioritising the following 10 SDGs, (Finding 4) to which the

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ZUNDAF was also aligned. The UN also supported the government to participate in the 2017 Voluntary National Review.

### **C. Realigning to changing context**

Throughout this cycle, the UN has had to shift its focus to humanitarian emergency response; first in 2016 during the El Nino induced drought, then during the cholera outbreak in 2017, and later the political, economic and financial crises that started in 2017 spilling into 2018 and beyond. The UN and humanitarian partners successfully implemented the Zimbabwe Humanitarian Response Plan (HRP) 2016-2017 focusing mainly on three strategic objectives: (a) implementing life-saving activities, (b) basic service delivery, and (c) promoting early recovery strategies.

In 2018, however, the country faced a different kind of crisis. The government introduced austerity measures, which significantly reduced its capacity to provide basic services. Combined with persistent shortages of cash, and a general economic stagflation moving towards a recession, the impact has been disproportionately heavy on the poor and vulnerable groups. The UN has been working on upstream advocacy through budget briefs and influencing increased budgetary allocation for social spending. This resulted in marked budgetary allocations and disbursements for social protection, with for example, the HSCT programme getting 100% disbursements under the new government.

The new Cooperation Framework guidance envisages that this would be achieved through a dynamic Common Country Analysis system and process: “The CCA is no longer a one-off event, but a core analytical function carried out by the UN development system at country, regional and global level, tracking situational developments and informing the UN system’s work on a continuous basis, and thereby responsive to emerging needs and changing conditions in a country. It should provide a basis for making course corrections in programme implementation”.<sup>67</sup>

### **D. Impartiality and neutrality**

The years 2017 and 2018 were very volatile with the country experiencing unprecedented developments leading to a change of political leadership and subsequently elections. The UN leveraged on its neutrality and impartial broker to influence events, including peaceful elections (Finding 5). In addition, the UN stepped up in the area of basic services with donors preferring to channel funding through the UN, particularly with respect to the HDF. While this is noted as a good practice, some stakeholders were also concerned that the UN was not doing enough to leverage this comparative advantage to hold the government to account for its commitments. For example, during the SDGs VNR in 2017, the government committed to a health policy that

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<sup>67</sup> Companion Guidance on the Common Country Analysis, p1

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promotes achievement of 'Equity and Quality in Health: Leaving no one behind.' However, the 2018 budget allocations do not reflect this commitment (Finding 5).

#### **E. Two track approach for addressing gender equality**

Gender disparities in Zimbabwe cut across all social and economic sectors (Section 3.1.5); the UN decided to address these disparities through a two-pronged strategy whereby the stand alone ZUNDAF Priority 2 (Section 4.2.2) addressed specifically legislative and police issues as well as SGBV, while also women's empowerment was mainstreamed across all other priority areas. However, there was a practical challenge with regards to the implementation of this strategy, i.e. how to track gender mainstreaming and expenditures in the other Results Groups. The UNCT Gender Theme Group should therefore recommend specific mechanisms for implementing and institutionalising the annual gender score card for all UN agency programmes. The UNCT may also consider developing other gender accountability tools for the country, including learning from other country offices.

#### **F. Reporting on all pillars of 'Delivering as One'**

A review of ZUNDAF annual reports shows that the UN was reporting on all pillars of DaO, and not just on the One Programme Pillar. This is a good practice, and particularly with regards to the section dedicated to reporting on the 'Results of Humanitarian Response' as well as data on humanitarian expenditures. The other sections of the report pertain to the pillars for 'Operating as One' and 'Communicating as One' This gives a more complete picture of the work of the UN in the country.

#### **G. Operating as One**

Since the country adopted the delivering as one approach in 2016, ZUNDAF implementation was operationally supported through the Strategic Operating Framework (2016-2020). The country has made much progress in terms of harmonising operations resulting in cost savings and efficiency gains, primarily from common services, common procurement, ICT, human resources management, and HACT. As of 2018, the country has now been qualified to progress to the full Business Operations Strategy (BOS) in the next cycle.

Implementation of the OMT AWP is executed through five (5) technical working groups (WG), namely: Common Services & Premises (CSP), Finance & Harmonized Approach to Cash Transfers (HACT), Human Resources Management (HRM), Information & Communication Technology (ICT), and Common Procurement. Each WG is responsible for a BOS Outcome. Over the period 2016 to current the OMT monitored and controlled the expenditures, with each WG reporting on realized savings and efficiency gains on a quarterly basis.



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## 5.2. Overall challenges and lessons learnt

This section focuses on identifying some of the key challenges that may have affected effective implementation and achievement of results, as well as drawing relevant lessons from those observations.

**① Theory of change.** As already noted in Finding 11 above, the ZUNDAF had good RME framework, which outlines the planned outcomes and their attendant indicators. However, it was also noted that the ZUNDAF lacked an overall ‘theory of change’ model. The theory of change is sometimes described the “missing middle” between what a program does (its interventions) and how these lead to desired goals being achieved. Without a theory of change, the ZUNDAF appeared to be fragmented in ways that meant respective Results Groups were working in silos. A practically manifestation of this was the difficulty experienced by the Gender Results Group with respect to tracking the results of gender mainstreaming in other priority areas. Priority 4 - Poverty Reduction and Value Addition, also provides another example of this seeming fragmentation.

Poverty is understood to be multi-dimensional, consisting of a complex range of deprivations in areas such as livelihoods, work, health, nutrition, education, basic services, housing and assets, among others. A theory of change should provide a framework for understanding how all the work in ZUNDAF results groups contributed towards poverty alleviation. The new Cooperation Framework guidance puts it more pointedly: “...theory of change that describes the interdependent changes necessary for the country to achieve the 2030 Agenda. The theory of change is a comprehensive articulation of different pathways and choices that illustrate how and why the desired change is expected to happen, and the risks and bottlenecks to be addressed”.<sup>68</sup>

**② ZUNDAF Coordination.** Some of the systemic impediments to effective inter-agency coordination at country level have been identified in past evaluations – including notably, the differences in agency planning and budget cycles, as well as headquarters’ expectations. However, what has also become increasingly apparent is that it is not ‘impossible’ for UN agencies to work together at the country level. This is aptly demonstrated, in the case of Zimbabwe by the successful implementation of the SOF 2016- 2020, through various interagency working groups (Finding 12). Similarly, the UNCG has been equally successful, going on to be cited as a best practice in UNDG guidelines (Finding 13).

Coordination towards ZUNDAF outcomes however, appears to have faced challenges as pointed out throughout this report – perfunctory ‘joint planning’, difficulties in convening annual reviews. The evaluation identified some of the missing links as follows:

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<sup>68</sup> United Nations Sustainable Development Cooperation Framework - Internal Guidance, p 17

- **Government commitment.** The government is a key player in the ZUNDAF process, and has the convening power to bring everyone around the table. Without government commitment, UN delivering as one, will be difficult to realise.
- **Competition for resources.** There is competition for resources by UN agencies (Finding 14), and donors were sometimes complicit due to earmarking.
- **Realised benefits.** It is difficult for UN agencies to coordinate for the sake of it. There has to be some realised benefit from coordination. This perhaps explains the success of coordination under the ‘operating as one’ – cost savings.

③ **Projectising short-term gains.** The implementing environment is not conducive in many respects. First and foremost, the economic environment and austerity measures curtail the capacity of the UN’s main counterpart. The government itself is facing other challenges at different levels and is in need of demonstrating ‘quick wins’ to pacify its restive constituencies. In this environment, the UN runs the risk of investing in low yield projects with limited long term impact or sustainability.<sup>69</sup> This is also compounded by the absence of a theory of change. Some of the projects visited during this evaluation lacked any meaningful scale (Finding 15).

④ **Humanitarian-development-peace (HDP) nexus.** For many UN agencies the distinction between humanitarian action and development intervention can sometimes be pedantic, and only useful in so far as it relates to source of funding and the implementation context. However, there are situations where some ‘disasters’ have become predictable, thereby lending themselves to durable solutions over time. Some key informants noted, for example that the cycle of droughts and floods in Zimbabwe is almost consistent and predictable.

In this regard, the ZUNDAF did have some elements of resilience-building interventions as well as interventions on peacebuilding and social cohesion. However, for the most part these interventions were isolated and not particularly designed as an integrated programme. The new Cooperation Framework guidance provides the UN’s current thinking and approach under the ‘new way of working’. The guidance on HDP advises that: “Humanitarian, development and peace actors can work simultaneously to achieve collective outcomes which would be reflected in their respective planning frameworks. Collective outcomes are tangible and measurable results that humanitarian, development, peace and other relevant actors commit to prioritize jointly over a period of three to five years. They provide a common vision that bridges short-

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<sup>69</sup> While the evaluation scope is up to December 2018, the evaluators were made to understand that at the time of drafting, the UNCT had agreed on a strategy for the transition, which includes (1) short term life-saving humanitarian support; (2) short to medium term scaled up social protection programmes focusing on the most marginalized and addressing exclusion in service delivery; resilience-building programmes to soften impact of shocks; and quality social service delivery; and (3) Longer-term development assistance for prioritized implementation of the Government’s Transitional Stabilisation Programme (TSP) and the development of the next five-yr National Development Plan (2021-2025).

term assistance, medium-term outcomes and long-term development programming and peacebuilding objectives”.<sup>70</sup>

**5 Resilience-building in the context stability and growth.** There were a number of resilience-building interventions that were implemented across all the ZUNDAF priority areas, including particularly the Resilience Programme funded by the ZRBF. These interventions achieved results to varying degrees, but as noted in Section 4.2.1 the country was experiencing unfavourable political, social and economic conditions, which were having a disproportionate toll on the most vulnerable groups in society.

In this regard, long term development should be seen in the context of stability and economic growth. In the case of Zimbabwe, this is very much dependent on the country’s ability to end its current isolation and reengage into the global community. The government has articulated a pathway for that reengagement based on political and economic reforms. Since the World Bank has better comparative advantage in economic reforms; what role can the UN play in the area of political reforms? How can the UN position itself to perform that role, given the sensitive nature of political and governance reforms?

**VI. CONCLUSIONS AND RECOMMENDATIONS**

This chapter contains the evaluators’ conclusions based on analysis of evidence and the findings of the evaluation, including the evaluators’ recommendations for addressing the challenges and improving UN performance towards achievement of expected outcomes.

**6.1. Conclusions**

The period 2016 – 2018 was perhaps the most eventful in the country’s history since the end of war leading to independence in 1980. It was characterised by several crises, coming one after another, some of them natural (2016/17 drought), some of them man-made (political and economic crisis).

In this context, the UN was able to deliver a combined total of \$1,124,351,696 in development work and \$107,999,228 in humanitarian emergency response. To put this into perspective, consider the data in this table. Clearly, the UN’s contribution of about 12% is significant by any measure. Also, if one considers that almost 90% of government’s expenditure goes to the wage bill, this means that for actual

	National Budget (US\$)	UN Expenditure (US\$)	% of national budget
2016	3,398,128,000	403,230,690	11.87%
2017	3,426,289,000	409,235,223	11.94%
2018	6,999,600,000*	419,885,0095	5.99%
Not clear whether this value is based on 1:1 exchange rate			

<sup>70</sup> Companion piece on Humanitarian-Development-Peace Collaboration, p 3

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service delivery, the UN's expenditures could likely be greater than the government's in some of the sectors.

In the evaluators' opinion, the ZUNDAF was developed in a period of high optimism following the 2013 elections, and consequently the expected outcomes were quite ambitious. Furthermore, there was relative clarity in terms of government's development priorities which were clearly articulated in the Zim Asset framework, including specific institutional mechanisms and platforms for its implementation. However, after the change of government in 2018, there was no development framework with which to align. The TSP agenda that is being pursued by the government is transitional in nature and is actually focused on delivering reforms that will lay the foundation of a 5-year development plan that is yet to be developed. In this regard, the ZUNDAF was left in a void, in which it continued implementing an agenda previously formulated to align with the national development framework, which was now suspended. The need for a dynamic CCA capable of periodic review and update cannot be overstated, and the UN has this opportunity due to the extension of the current ZUNDAF by an additional year to December 2021.

Although annual work planning was not done 'jointly' in the strictest sense of the word, but rather as a compilation of different agencies work plans, the ZUNDAF was still a useful planning framework, if only because it enabled UN agencies to share information about what other agencies were doing in the same sector. In the authors' opinion, a much more critical challenge was in its failure to drive 'joint implementation'. Due to lack of joint implementation, a lot of UN agency work went unreported. This was also partly due to the inherent weakness in the design and formulation of indicators, which did not enable UN to specifically disaggregate its contribution from the national development indicators in a context where some of the country's social indicators are rolling backwards due to unfavourable economic conditions.

The evaluators also concluded that the country had made significant progress on 'delivering as one' as this is the first UNDAF cycle that it has implemented as a formal self-starter. The institutional mechanisms are in place and there is a general perception among UN staff, both in senior management and junior levels that the UN is stronger together. The government should demonstrate more leadership and commitment towards UN 'delivering as one' to make it work, while on the other hand, the UNCT should also demand more accountability at UN agency level for ZUNDAF as a performance indicator for individual staff. It was quite telling to hear not one, but several UN programme staff noting that *"my supervisor does not require me to report on the ZUNDAF meetings that I attend"* and *"there are no consequences if I don't attend or participate in ZUNDAF meetings"*.

## **6.2. Recommendations**

In this section, the evaluators propose recommendations for consideration by the government and UNCT as commissioners of this evaluation. The recommendations are presented in two parts: (a) for consideration during the remaining years of the current ZUNDAF cycle, and (b) for

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consideration in the successor United Nations Sustainable Development Cooperation Framework (UNSDCF).

### 6.2.1. Recommendations for the remaining ZUNDAF years

**Recommendation 1. Realigning the ZUNDAF with TSP.** The Government and UNCT have agreed to extend the current ZUNDAF by an additional year to December 2021 in order to allow the government to develop its 5-year national development plan to which the next UNSDCF will align. The extension provides an opportunity for the UN to review the CCA in light of the changing country context and reassess its contribution and strategy (Finding 1). In particular, the UNCT should undertake an in-depth assessment of the TSP, in terms of (i) its impact on vulnerable groups in the context of ‘leaving no one behind’, and (ii) the quick-wins and opportunities that it presents in terms of the UN’s normative work. More specifically, quick-wins may be achieved through closer alignment to the TSP and building on government commitment to improving human rights, political and economic reforms.

**Recommendation 2. Restructure some Results Groups.** The UNCT should consider restructuring some of its results groups in order to enhance focus and partnerships (Finding 7). In particular, the UNCT should restructure the following:

- (b) Results Group 4 (Poverty reduction) to strengthen support and collaboration with other partners in the area of macro-economic reforms and public financial management.
- (c) Results Group 5 (Governance) to enhance support for the government’s political and governance reforms, with specific focus on capacity building for the Chapter 12 institutions.
- (d) Creating a subgroup under Results Group 5 to focus and strengthen support for peacebuilding and political stability.

**Recommendation 3. Develop gender accountability tools.** According to the 2012 Census report, women constitute 51.9% of the country’s population. In that regard, gender equality is critical factor for realising the central theme of the SDGs of ‘leaving no one behind. The UNCT should therefore consider how to strengthen its interventions on gender equality, and in particular how to measure its performance in mainstreaming gender equality (Finding 6). More specifically:

- c) The UNCT should institutionalise and annualise the gender score card for all UN agency programmes, and
- d) The Gender Results Group should develop and institutionalise other gender accountability tools, including by learning from other countries within the region and beyond.

**Recommendation 4. Strengthening ZUNDAF Coordination.** Delivering as one through enhanced interagency collaboration (Finding 10) should be central to the UN’s implementation strategy in line with the UN’s reform agenda and the General Assembly Resolution A/RES/72/279. More specifically, the UNCT should undertake the following:

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- d) Develop a specific mechanism to elevate ZUNDAF implementation and its governance on the UNCT's priority list. This could include establishing a Working Group chaired by the RC with the chairs of the Results Groups as members to meet monthly to review progress and address any challenges.
  - e) Develop an accountability framework that makes ZUNDAF outputs a part of individual performance indicators at UN agency level.
  - f) Establish a country-level compact to enhance the mutual accountability framework between the RC and UNCT. This could also include:
    - iv. Establish a high-level ZUNDAF working committee comprising of the UNRC and the UN chairs of the RGs;
    - v. All UN agencies adopt a ZUNDAF deliverable as a compulsory individual performance criterion for their staff; and
    - vi. Ensure that UN heads of agencies lead the Results Groups directly, including chairing the annual planning and review meetings.

**Recommendation 5. Government leadership.** Lack of Government commitment and leadership is a risk factor to the success and sustainability of ZUNDAF results (Finding 19). The Government should commit to exercise more ownership and leadership of ZUNDAF processes at all levels, including High-level Steering Committee, and at RGs. This should include the development of an accountability mechanism whereby the UNCT accounts for its commitments to the ZUNDAF, including resource commitments, while also the Government commits and accounts for its counterpart contribution.

**Recommendation 6. Review of indicators.** As noted above, the extension of the ZUNDAF by a year presents an opportunity for the UN to realign, refocus and strengthen their performance towards results. One of the key areas of focus should be on the accountability framework itself. The UNCT should consider reviewing all indicators, and develop indicators that can be directly measured and attributable to the UN's contribution **through close association with level of geographic coverage** (Finding 3). This will enable the UN to account for use of resources without the burden of explaining negative performance of indicators that are beyond its control. In particular, the M&E team should be strengthened and be more engaged in the formulation and review of indicators to ensure that they reflect adequately on the UN's contribution and accountability for results.

**Recommendation 7. Operating as One.** The UNCT (through the OMT) should synchronise the ERP systems (Finding 13). While adopting and migrating to a common ERP system would provide the best case scenario to realise economies of scale and encourage all agencies to use all common services, the cost of developing such a system could be quite high.

The second alternative could involve integrating the ERPs of different agencies and have a common interface that links them together; this however, could also require quite significant cost to achieve. The most cost effective approach therefore could be to implement an online database system that stores data from the different agencies, exported from their respective

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ERP. This will enable different reports to be run from the centrally-located data for analysis, tracking and monitoring.

### 6.2.2. Recommendations for the next UNSDCF

**Recommendation 8. Theory of change.** As the UN embarks on the process of formulating the new UNSDCF, the UNCT should pay particular attention on developing a ‘theory of change’ as the basis for its strategy (Finding 3). In fact, since the CCA is now a mandatory requirement for UNSDCF, the guidance also make the theory of change a mandatory requirement.

This entails a comprehensive problem analysis of the country situation, including unpacking the root causes, underlying causes and immediate effects. The theory of change should then articulate at what level the UN will address the problems, based analysis of the UNs strengths, weaknesses, opportunities and threats (SWOT), mapping of other development partners’ priorities, and its comparative advantages.

**Recommendation 9. Humanitarian-development-peace nexus.** The UNCT should consider ways of developing ‘collective outcomes’ that encapsulate the work and contribution of both development and humanitarian actors (Lessons learnt 4). This should be informed by a desire to move from a fragmented approach to a more integrated programming framework that encourages UN agencies to work together towards common outcomes.

**Recommendation 10. Leveraging its comparative advantage.** The UNCT should consider ways of leveraging its comparative advantage to demand government accountability for its commitments to normative standards and international/regional treaties (Finding 4). More specifically, the UNCT should undertake the following:

- (d) Advocacy for an SDG-based national development plan. This should include ensuring costing and allocating resources for prioritized SDG targets, as well as clear accountability framework for measuring performance;
- (e) Ensuring that the government’s commitments are more specifically outlined in the UNSDCF; and
- (f) The UN’s performance is more closely linked to specific government performance with regards to upholding normative standards and international treaties to which it has committed.

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## ANNEX 1. DOCUMENTS REVIEWED

1. 2016 UN Zimbabwe Results Report.
2. 2017 UN Zimbabwe Results Report.
3. United Nations 2018 ZUNDAF Annual Report (Draft).
4. Zimbabwe DAO Status 2014 – 2015.
5. Zimbabwe DAO Status 2016.
6. Transitional Stabilisation Programme Reforms Agenda; October 2018 – December 2020.
7. Zimbabwe Agenda for Sustainable Socio-Economic Transformation, 2013 – 2018.
8. ZIMASSET Mid-term Review, December 2015.
9. Agenda for the 2016 ZUNDAF Joint High-level Committee Annual Meeting.
10. Agenda for the 2018 ZUNDAF Joint High-level Committee Annual Meeting.
11. Results Groups' Annual Work Plans (2016, 2017 and 2018).
12. ZUNDAF 2016 – 2020.
13. ZUNDAF 2016 – 2020: Joint Implementation Matrix.
14. Zimbabwe Country Analysis: Working Document – Final draft; 3 October 2014.
15. ZUNDAF 2016 – 2020 Monitoring and Evaluation Plan.
16. Results Groups' Terms of Reference.
17. Value for Money Assessment of the UN-Joint Programme on Gender Equality 2 October 2017.
18. United Nations Country Team in Zimbabwe SWAP Scorecard Assessment Report (2018).
19. UNCT Gender Mainstreaming Strategy (2016-2020).
20. Spotlight Initiative: Country Programme Document, Zimbabwe (December 2018).
21. CEDAW Sixth Periodic report submitted by Zimbabwe Under Article 18 of Convention (December 2018).
22. UN-JOINT Programme on Gender Equality: Final Programme Narrative Report: Reporting Period March 2014 to October 2017.
23. UNCT Programme Expenditure (ZUNDAF Outcomes) – Quarter 12 End 2018.
24. Executive Summary: Zimbabwe Human Development Report 2017 Climate Change and Human Development: Towards Building a Climate Resilient Nation.
25. End of Programme Evaluation Report: Capacity Building of Local Government and Service Delivery Programme (2012-2015) Zimbabwe.
26. UNDP GEF Mid Term Review Report June 2017: Scaling-up Adaptation in Zimbabwe with a Focus on Rural Livelihoods.
27. Terminal Evaluation Scaling Up Adaptation in Zimbabwe with a Focus on Rural Livelihoods Project April 2019.
28. End of Project Evaluation Report: UNDP and EU Support to the Implementation of the Ministry of Lands, Agriculture, Water, Climate and Rural Resettlement (MLAWCRR) 2014 to 2016 Action Plan.
29. Mid Term Review of the Multi-Donor Parliamentary Support Programme (2014 – 2017).
30. National Peace and Reconciliation Commission 5 Year Strategic Plan (2018-2022)



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31. UNFPA Zimbabwe Sexual and Reproductive Health Programme (Integrated Support Programme—ISP): Annual Review - Summary Sheet (May 2016).
  32. UNFPA Supporting a Resilient Health System (SRHS) in Zimbabwe Programme: Annual Review February 2018.
  33. Joint UNFPA-DFID Report DFID Global Funds Department Visit to Zimbabwe 2nd – 6th July 2018.
  34. Internal Peer Review of the UNFPA/GoZ 7TH Country Programme 2016-2020 (November 2018).
  35. Summative Evaluation of UNICEF Support for Education in Zimbabwe.
  36. End of Project Evaluation for a Water, Sanitation and Hygiene Project in Satellite Schools (January 2019).
  37. Zimbabwe’s Harmonised Social Cash Transfer Programme April 2018 Endline Impact Evaluation Report.
  38. Final Report: Independent Evaluation of the Health Development Fund (HDF) (December 2018).
  39. Country Report Zimbabwe: Evaluation of the East and Southern Africa (ESAR) Institutional Strengthening Support Initiative on Decentralised Programme Monitoring and Response
  40. UN/WB Joint Assessment for Zimbabwe DRAFT, (April 2018).
  41. UNCT Programme Expenditure (ZUNDAF Outcomes) Quarter 4 2018.
  42. UNCT Programme Expenditure (ZUNDAF Outcomes) Quarter 12 End 2018.
  43. UN Communication Group Work Plans (2016, 2017 and 2018).
  44. 2016 UN Communication Group Work Plan – Progress Report
  45. 2017 and 2018 Results Reports: UN in Zimbabwe Communicating and Advocating as One.
  46. ZimStat Understanding Gender Equality in Zimbabwe: Women and Men Report November 2016.
  47. Zimbabwe SADC Gender Protocol Barometer 2017
  48. Stories of Change: Advocacy from within: Success Stories of community actions to improve the maternal, sexual and reproductive health of women and men.
  49. Extended Zimbabwe National AIDS Strategic Plan III (ZNASP III) (2015-2020).
  50. Zimbabwe Legal Environment Assessment for HIV, TB, Sexual and Reproductive Health & Rights 2019.
  51. Zimbabwe National Key Populations HIV and AIDS Implementation Plan (2019 -2020).
  52. Global AIDS Response Progress Report 2018.
  53. Global AIDS Response Progress Report 2017.
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  56. 2016 UN Zimbabwe Results Report.
  57. 2017 UN Zimbabwe Results Report.
  58. United Nations 2018 ZUNDAF Annual Report (Draft).
  59. Zimbabwe DAO Status 2014 – 2015.
  60. Zimbabwe DAO Status 2016.
  61. Transitional Stabilisation Programme Reforms Agenda; October 2018 – December 2020.

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62. Zimbabwe Agenda for Sustainable Socio-Economic Transformation, 2013 – 2018.
  63. ZIMASSET Mid-term Review, December 2015.
  64. Agenda for the 2016 ZUNDAF Joint High-level Committee Annual Meeting.
  65. Agenda for the 2018 ZUNDAF Joint High-level Committee Annual Meeting.
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  70. ZUNDAF 2016 – 2020 Monitoring and evaluation Plan.
  71. Results Groups' Terms of Reference.
  72. Value for Money Assessment of the UN-Joint Programme on Gender Equality 2 October 2017
  73. United Nations Country Team in Zimbabwe SWAP Scorecard Assessment Report March 2018
  74. CEDAW Sixth Periodic report submitted by Zimbabwe under article 18 of Convention, due in 2016 (date received 6 December 2018)
  75. UN-JOINT PROGRAMME ON GENDER EQUALITY Final Programme Narrative Report: Reporting Period March 2014 to October 2017
  76. UNCT Programme Expenditure (ZUNDAF Outcomes) – Quarter 12 End 2018
  77. Executive Summary: Zimbabwe Human Development Report 2017 Climate Change and Human Development: Towards Building a Climate Resilient Nation
  78. End of Programme Evaluation Report: Capacity Building of Local Government and Service Delivery Programme (2012-2015) Zimbabwe
  79. UNDP GEF Mid Term Review Report June 2017: Scaling-up Adaptation in Zimbabwe with a Focus on Rural Livelihoods
  80. Terminal Evaluation Scaling Up Adaptation in Zimbabwe with a focus on Rural Livelihoods Project April 2019
  81. End of Project Evaluation Report: UNDP and EU support to the Implementation of the Ministry of Lands, Agriculture, Water, Climate and Rural Resettlement (MLAWCRR) 2014 to 2016 Action Plan
  82. Mid Term Review of the Multi-Donor Parliamentary Support Programme (2014 – 2017)
  83. National Peace and Reconciliation Commission 5 Year Strategic Plan 2018-2022
  84. UNFPA Zimbabwe Sexual and Reproductive Health Programme (Integrated Support Programme—ISP): Annual Review - Summary Sheet May 2016
  85. UNFPA Supporting a Resilient Health System (SRHS) in Zimbabwe Programme: Annual Review February 2018
  86. Joint UNFPA-DFID Report DFID Global Funds Department Visit to Zimbabwe 2nd – 6th July 2018
  87. Internal Peer Review of the UNFPA/GoZ 7TH Country Programme 2016-2020 1st November 2018
  88. Summative Evaluation of UNICEF Support for Education in Zimbabwe
  89. End of Project Evaluation for a Water, Sanitation and Hygiene Project in Satellite Schools January 2019

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90. Zimbabwe's Harmonised Social Cash Transfer Programme April 2018 Endline Impact Evaluation Report
  91. Final Report: Independent Evaluation of the Health Development Fund (HDF) 20 December 2018
  92. Country Report Zimbabwe: Evaluation of the East and Southern Africa (ESAR) Institutional Strengthening Support Initiative on Decentralised Programme Monitoring and Response
  93. UN/WB Joint Assessment for Zimbabwe DRAFT, April 6 2018
  94. UNCT Programme Expenditure (ZUNDAF Outcomes) Quarter 4 2018
  95. UNCT Programme Expenditure (ZUNDAF Outcomes) Quarter 12 End 2018
  96. UN Communication Group Work Plans for 2016, 2017 and 2018
  97. 2016 UN Communication Group Work Plan – Progress Report
  98. 2017 and 2018 Results Reports: UN in Zimbabwe Communicating and Advocating as One
  99. ZimStat Understanding Gender Equality in Zimbabwe: Women and Men Report November 2016
  100. Zimbabwe SADC Gender Protocol Barometer 2017
  101. Stories of Change: Advocacy from within: Success Stories of community actions to improve the maternal, sexual and reproductive health of women and men

## ANNEX 2. INDIVIDUALS CONSULTED

	RG	Name	Organisation	Designation
1	PMT	Amina Mohammed	UNICEF	Deputy Representative (Chair RG6)
2		Caroline Nyamayemombe	UN Women	Deputy Representative (PMT Chair)
3			UNESCO	
4		Phinith Chanthalangsy	UNESCO	Programme Specialist SHS
5		Kudzai Akino	WFP	Head of M&E
6		Godfrey Bvute	UNRCO	Coordination Analyst
7		Vimbai Mukota	UNRCO	Development Coordination Officer
8		Rudo Msipa Mhonde	UNFPA	M&E Analyst
9		Fiona Adolu	UNRCO	Human Rights Advisor
10	OMT	Patrick Marie Avognon	WHO	Operations Officer (OMT Lead)
11	UNCG	Chengetai Nyagweta	UNDP	Communications Associate
12		Tinashe Mubaira	WFP	Communications Associate
13		Anesu Freddy	UNDP	Communications Associate
14		Leonard Makombe	FAO	Communication Officer
15		Sirak Gebrehiwot	RCO	Communications Specialist and UNCG Chair
16		Tafadzwa Mwale	UNIC	National Information Officer
	RG1 Food and Nutrition Security	Tich Mushayandebvu	UNIDO	Country Representative
17		Patience Hoto	FAO	Nutritionist
18		David Mfote	FAO	Assistant Representative
19		Constance Pepukai	FAO	tbc
20		Tendai Mugara	FAO	tbc
21		Anastancia Chineka	UNICEF	M&E Specialist
22		Anne Madzara	UNDP	Environment and Energy Specialist
23	RG2: Gender Equality	Delphine Serumaga	UN Women	Country Representative (Chair)
24		Isabelle Abbot Pugh	RCO	Gender and Social Development Advisor
25		Loveness Makonese	UNFPA	Programme Specialist Gender
26		Pamela Mhlanga	UN Women	Gender Advisor
27		Cleopatra Hurungo	UN Women	Programme Specialist
28		Maggie Makanza	FAO	Gender and Social Protection Specialist
29		Yolanda Chilimanzi	UNHCR	Senior Protection Assistant
30		Zwelani Maphosa	UN Women	M&E Assistant
31		Faith Dube	WFP	Programme Associate
32	RG3: HIV and AIDS	Jane Kalweo	UNAIDS	GFTAM/ PEPFAR Implementation Adviser
33		Simbarashe Mabaya	WHO	National Programme Officer
34		Dagmar Hanisch	UNFPA	Technical Specialist HIV & SRH
35		Ida Tsitsi Chimedza	ILO	NPC

36	<b>RG4: Poverty Reduction and Value Addition</b>	Hopolang Phororo	ILO	Director (Chair)
37	<b>RG5: Public Administration and Governance</b>	Azhar Malik	UNDP	Chief Technical Advisor
38		Doreen Mutsa Nyamukapa	UNDP	Programme Officer
39		Revai Makanje-Aalbaek	UNDP	Team Leader - Governance
40		Tafadzwa Muvingi	UNDP	Programme Specialist
41		Tonderai Kambarami	UNDP	UNV Governance Assistance
42		Gift Govere	UNDP	UNV Project Officer
43		Wadzanai Madombwe	UNDP	Programme Manager
44		Piason Mlambo	UNFPA	Programme Specialist
45		Lovemore Ziswa	ZIMSTAT	Manager
46	<b>RG6: Social Services and Protection</b>	Emmanuela Mashayo	WFP	Deputy Head of Programmes
47		Lloyd Muchemwa	UNICEF	Programme Officer
48		Rangarirayi Tigere	IOM	Policy Liaison & M&E Officer
49		Bardwell Raisi	UNICEF	Social Policy Officer
50		Tawanda Chinembiri	UNICEF	Chief of Social Policy and Research
51		Tsungai Chibwe	WFP	Programme Policy Officer
52	<b>RG 6 WASH Subgroup</b>	Moreblessing Munyala	UNICEF	tbc
53	<b>RG6: Education Subgroup</b>	Lucas Halimani	UNESCO	NPO - HIV & Health Education
54		Pennelope Kasere	UNFPA	ASRH Programme Analyst
55		Hide Tsuruoka	UNICEF	tbc
56		Maxwell Rafomoyo	UNICEF	Education Manager
57		Moses T Mukabeta	UNESCO	NPO -Education
58	<b>UNRCO</b>	Bishow Parajuli	RCO	UN Resident Coordinator
59		Kanako Mabuchi	RCO	Head of Office
60		Teemar Kidane	RCO	Coordination Specialist
61	<b>UN Agency</b>	Daniel Sam	IOM	Head Migration
62		Molline Marume	UN Women	Programme Specialist
63		Fiona Adolu	RCO	Human Rights Advisor
64		Emmanuela Mashaya	WFP	Deputy Head of Programme
65		Alessia Turw	UNICEF	Planning Team
66		Gertrude Matsika	UNICEF	M and E Specialist
67		Piason Mlambo	UNFPA	Programme Specialist
68		Roger Charles Revina	IOM	Head of Unit
69		Adolphus Chinomwe	ILO	Head of Programmes
70		Phinith Chanthalangsy	UNESCO	Head of Unit SHS
71		Phumuzile Khumalo	RCO	Coordination Associate
72		Barbara Mathemera	FAO	Policy Coordination
73		William Tsuma	UNDP	Programme Manager Peace Building Fund
74	<b>Donors</b>	Mette Sunnergren	Embassy of Sweden	Head of Development Cooperation/Deputy Head of Mission

75		Angelica Broman	Embassy of Sweden	Health Development Specialist/UN Coordination Focal Point
76		Walter Auwor Odero	African Development Bank	Principal Economist
77		Irene Giribaldi and Germana Topolovec	European Union	First Counsellor, Head of Cooperation; Attaché, Governance and Social Sectors.
78		Stella Ilieva	World Bank	Senior Economist
79	<b>Government</b>	Amb. Rudo Mabel Chitiga	Min of Women Affairs, Community, Small and Medium Enterprises Development	Permanent Secretary (Co Chair RG2)
80		Dr Agnes Mahomva	MOHCC	Permanent Secretary
81		Redah Manga	MOHCC	tbc
82		Tonderai Kadzere	MOHCC	Deputy Director, Policy and Planning
83		Dr Robert Mudyiradima	MOHCC	Principal Director of Policy, Planning
84		Webster Tigere	AGRITEX (Murehwa)	Livestock Specialist
85		Kutukunuhwa Marasa H.	DDF	Provincial Coordinator (PWSSC Chair)
86		Mr. Guchu	City of Masvingo	Town Clerk
87		Emmanuel Gundani	DDF	District Coordinator
88		Xavier Machingauta	Ministry of Youth	Youth Development Officer
89		Nyaradzo Tangofa	Min of Local Government	Assistant District Development Coordinator
90		Tendai Kapenzi	Min of Local Government, Mutasa District	District Development Coordinator
91		Kudzaishe Mtemeri	Climate Change Management Department	Intern
92		Winnet Magaka	President's Office, Mutasa District	
93		Margaret T Madzinga	MOPSE	Principal Planning and Research Officer
94		Alexander Goredema	MOHCC	Rapid Disease Surveillance Manager
95		Lydia Manjoro	DDF	Operations and Maintenance Technician
96		Nesbert Shiriuru	MLAWCRR-NCU	WASH Officer
97		Jonathan Kagoro	Min of Local Government	Technical Advisor
98		Nokuthula Muzanarwo	Min of Local Government	Intern
99		Miriam Sion	UN Women	Programme Officer

100		Anna Tinarwo	Office of the President and Cabinet - CGU	Director
101		Abigail Musara	Ministry of Justice, Legal and Parliamentary Affairs (MOJLPA)	Project Secretariat
102		Memory Baudi	Ministry of Justice, Legal and Parliamentary Affairs	Project Secretariat
103		Raymond Yekeye	National AIDS Council	Programme Director
104	<b>Private Sector</b>	Tawanda Collins Muzamwese	Business Council for Sustainable Development for Zimbabwe	Executive Director
105	<b>Implementing Partners</b>	Lindsay Mushamba	SNV	Consultant
106		Thando Nkomo	SNV	M & E Advisor
107		Karen Gambe	Progress – Biz Hub Trust	Field Officer
108		Cliff Maunze	Progress – Biz Hub Trust	Project Officer
109		Kenedy Mukonyora	Progress (Interantional Rescue Committee)	Senior Livelihoods Officer
110		Audrey T. Njovana	City of Harare	Intern
111		Constance Mataire	Hopley Clinic	Sister in Charge
112		Pride Musharwa	City of Harare	Community Services Officer
113		Freddy Karembo	Nutrition Action Zimbabwe, Mutasa District	District Programme Coordinator
114		Charlene Sithole	Nutrition Action Zimbabwe, Mutasa District	Ward Officer
115		Yvonne Gwete	Nutrition Action Zimbabwe, Mutasa District	Ward Officer
116	<b>Community Projects</b>	Fatima Chinyadza	Murehwa Agric Producers Assoc	Vice Chair
117		Angelina Chinyadza	Murewha Agric Producers Assoc	Member
118		Shepherd Marufu	Murewha Agric Producers Assoc	Member
119		Mutsa Chinyadza	Murewha Agric Producers Assoc	Secretary
120		Rosemary Guwamombe	Kuwirirana Knitting	Secretary
121		Otilia Bopoto	Kuwirirana Knitting	Treasurer
122		Geogina Rupondo	Kuwirirana Knitting	Chairperson
123		Nyasha Sangombe	Kuwirirana Knitting	Vice Secretary
124		Kuziva Chatukuta	Chatukuta Dried Foods	

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## ANNEX 3. EVALUATION TERMS OF REFERENCE

### 1. BACKGROUND

With the change in political leadership in November 2017 and the harmonized elections on 30 July 2018, Zimbabwe has embarked on a transition process. In October 2018, the Government announced its two-year Transitional Stabilisation Programme. Meanwhile in New York, the adoption of the General Assembly Resolution A/RES/72/279 on the repositioning of the United Nations (UN) development system on 31 May 2018 ushered in the most comprehensive reform of the UN development system in decades.

Encouraged by these developments and building on the longstanding engagement in the country anchored on a relationship of trust and mutual respect with all stakeholders, the United Nations Country Team (UNCT) in Zimbabwe – under the leadership of the UN Resident Coordinator - has renewed its collective commitment to support the people and the Government of Zimbabwe to realize their aspirations. There is a shared recognition across the UN system that there is an opportunity to scale-up UN's support to accelerate the transition process, including in areas of key political and socio-economic reform.

The UN system's ongoing support to the people and the Government of Zimbabwe (GoZ) is based on the 2016-2020 Zimbabwe United Nations Development Assistance Framework (ZUNDAF), which is a contribution towards the realization of the Sustainable Development Goals (SDGs). Under the principle of national ownership and national leadership, the ZUNDAF was aligned to the national aspirations and commitments detailed in the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZimAsset).

The 2016-2020 ZUNDAF is the fourth-generation programme framework and succeeds the 2012-2015 ZUNDAF. The ZUNDAF elaboration process was jointly led by the Government of Zimbabwe and the UN Country Team with the participation of development partners, civil society organisations, non-governmental organisations, and international financial institutions, ensuring broad inclusiveness throughout the process, framed within the country's national development priorities as articulated in the ZimAsset. The 2016-2020 ZUNDAF is therefore the product of a series of high-level consultations through open dialogue and visioning, an independent 2012-2015 ZUNDAF Evaluation, a country analysis exercise, and strategic prioritisation. This process concluded with a high-level validation exercise, allowing stakeholders to reach consensus on ZUNDAF priority areas and outcomes.



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In March 2016, UN Zimbabwe demonstrated its commitment to deliver better results together by officially becoming a Delivering as One country. The formal adoption of the Delivering as One approach serves as a critical enabler for the UN agencies to work jointly in five key areas: policy and programme, budgetary frameworks, operations, communications and advocacy, and, leadership. The ZUNDAF allows all members of the UN Country Team to deliver together through one nationally owned strategy that draws on the full range of UN expertise while supporting an integrated approach to achieving development results in a coherent manner.

Implementation of the ZUNDAF is being reviewed twice a year at the Results Groups level, which a high-level review is conducted annually, jointly led by the Chief Secretary of the Office of the President and Cabinet and the UN Resident Coordinator, with participation of the civil society, development partners, private sector and the media.

In line with the UN Delivering as One principles, a strategic outcome-based approach for the ZUNDAF was adopted, focusing on recovery and development priorities. Increased effectiveness through UN coherence, a robust M&E framework and the fostering of strong partnerships are key underlying principles of ZUNDAF implementation. ZUNDAF results are guided by six national priority areas:

1. Food and Nutrition Security
2. Gender Equality
3. HIV and AIDS
4. Poverty Reduction and Value Addition
5. Public Administration and Governance
6. Social Services and Protection.

## **2. PURPOSE, OBJECTIVES AND SCOPE**

### **A. Purpose:**

The purpose of the 2016 – 2020 ZUNDAF Evaluation is to review and strengthen UN’s collective impact through UN’s joint programme, operations, communications and advocacy, and strategic partnership efforts. This would be done based on an assessment of progress achieved against planned results, challenges encountered, and lessons learned as well as provision of concrete recommendations both in the short- and medium terms aimed at achieving greater development impact in Zimbabwe. In view of the changing country context, the Evaluation will provide important guidance for the UNCT in the implementation of the 2016-2020 ZUNDAF for the remaining period, including recommendations on any needed adjustments, and ensure that it

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responds to emerging and evolving national development priorities and that it aligns with the expectations of the landmark GA Resolution A/RES/72/279, including the reinvigorated RC system, the new generation of UNCT and the new mutual accountability framework.

The results of the 2016-2020 ZUNDAF Evaluation will also substantially inform the design of the next ZUNDAF to ensure that, in line with the global UN development system reform agenda, the UN continually enhances its support for the achievement of any new national development priorities and to internationally agreed development objectives.

## **B. Objectives:**

The objectives of the Evaluation are:

- To assess the relevance, effectiveness, efficiency, and sustainability of the ZUNDAF results towards the national development priorities;
- To assess the effectiveness of the UN Zimbabwe in implementing the ZUNDAF through Delivering as One, including in the context of the evolving UN development system reform agenda;
- To generate lessons learned and recommendations to strengthen the 2016-2020 ZUNDAF and inform the formulation of the next ZUNDAF; and,
- To (re)align RC/UNCT leadership within the context of GA Resolution A/RES/72/279 to maximize UN impact in Zimbabwe.

## **C. Scope:**

The scope of the Evaluation will cover the period January 2016 – December 2018 and focus on the 4 main components of the Delivering as One package in Zimbabwe:

1. One programme;
2. Operating as One;
3. Communicating and Advocating as One; and
4. Joint Partnership and Resource Leveraging.

This Evaluation will be complementary to existing evaluations and should make use of the information gathered through recent programme evaluations commissioned by UN agencies.

## **3. EVALUATION METHODOLOGY**

### **A. Overall Approach**

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The overall approach of the Evaluation is participatory and orientated towards learning how to jointly enhance development results at the national level. In particular, ZUNDAF Results Group, OMT and UNCG members should be actively engaged throughout the evaluation process, which will be used as an opportunity to increase inter-sectoral cohesiveness and enhance capacity on Delivering as One.

Given that ZUNDAF outcomes are by definition the work of a number of partners, attribution of development change to the UN Zimbabwe may be not be possible. The Evaluation will therefore consider contribution of the UN Zimbabwe to the change in the stated ZUNDAF outcome.

The Evaluation will be conducted in accordance with UNEG Evaluation Norms and Standards of Evaluation and Ethical Standards, as well as OECD/DAC evaluation principles and guidelines. Both qualitative and quantitative methods will be used to evaluate the ZUNDAF implementation and performance and to make recommendations for the current and next programming cycle.

## **B. Evaluation Criteria**

The contribution of the UNCT to the development outcomes of the ZUNDAF will be assessed according to the standard set of evaluation criteria:

1. **Relevance:** The extent to which the objectives of the ZUNDAF are consistent with the country needs, national priorities and contributing to implementation of international and regional commitments of the country, including on human rights (including recommendations from treaty bodies, special procedures and UPR), sustainable development, environment, and the needs of women and men, girls and boys in the country.
2. **Effectiveness:** The extent to which the UNCT contributed to, or is likely to contribute to, the outcomes defined in the ZUNDAF.
3. **Efficiency:** The extent to which outcomes are achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.).
4. **Sustainability:** The extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed.

## **C. Data Collection & Validation**

The ZUNDAF Evaluation will be carried out in a highly participatory manner, ensuring contextually and culturally sensitive methods which are relevant for men, women, boys and girls, and will involve the UN, GoZ institutions, development partners, Civil Society Organisations (CSOs),

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private sector representatives, implementing partners and members of the community. The Evaluation will employ a variety of data collection methods, including:

**Desk Review:** focusing on review and analysis of ZUNDAF planning documents, annual reports, UN Agency evaluations, strategy papers, national plans and policies and related programme and project documents that highlight progress made against national and international commitments.

**Semi-structured interviews with key stakeholders:** including key GoZ counterparts, development partners, community members, CSOs, UNCT members and implementing partners.

**Questionnaires:** including participants in development programmes, UNCT members and other stakeholders as mentioned above.

**Focus Group Discussions:** including members of the various ZUNDAF Results Groups/PMT/OMT/UNCG, decision makers and other stakeholders as mentioned above.

**Field Visits:** selected ZUNDAF joint programme sites may be visited as part of the verification of results achieved.

A number of validation methods will be used to ensure that the data and information used and conclusions made are well founded. All data will be disaggregated as much as possible by age, sex, geographic location etc to allow for appropriate analysis. A workshop will be organised at the highest level to validate the contents and recommendations of the Evaluation report.

## 4. EVALUATION QUESTIONS

### A. General

- What are the strengths, weaknesses, opportunities and threats of the ZUNDAF implementation process?

### B. Relevance

- Are the activities, indicators and outputs of the ZUNDAF consistent with /relevant to the intended outcomes and effects?
- Did the outputs and outcome address/align to the specific development challenges of the Country and the intended beneficiaries? Were there any unintended consequences (positive or negative) that have implications to the human development goals of the country?
- Were the strategies in ZUNDAF realistic, appropriate and adequate to achieve the results? To what extent was the selected method of delivery appropriate to supporting the current project and the overall development context?

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- Did the ZUNDAF adequately address the needs of men, women and children in the targeted communities, key challenges and their underlying causes?
  - Has the ZUNDAF been relevant in terms of its contribution to the achievement of prioritised SDGs? Was there a successful transition from MDGs to SDGs?
  - Has the ZUNDAF been relevant in terms of contributing to the implementation of all other internationally agreed commitments, including under human rights treaties and processes such as the UPR?
  - Was the ZUNDAF sufficiently flexible enough to adapt, and ensure relevance to new issues/ priorities brought about by major development changes in the country, in particular political transitions, economic challenges and humanitarian crises?
  - In what way, and to what extent were recommendations from the Gender Scorecard exercise incorporated into the ZUNDAF?
  - How relevant has Operating as One strategies and plans been to the ZUNDAF outcomes, including the gaps identified?
  - How relevant has the Communicating as One strategies and plans been to the ZUNDAF outcomes, including the gaps identified?
  - To what extent do key stakeholder view the current ZUNDAF as 'fit for purpose' for the new generation of UNDAFs in line with UN Reform?

### **C. Effectiveness**

- To what extent have the ZUNDAF outcomes been achieved through UN Zimbabwe contributions, what evidence is there to support these achievements?
- What were the major factors influencing the achievement or non-achievement of the outcomes of the interventions?
- To what extent has the ZUNDAF contributed to achieving better synergies among the UN agencies and programmes and avoiding duplication? Has the ZUNDAF enhanced joint programming? Have the UN worked together to deliver the ZUNDAF?
- To what extent was the ZUNDAF used by agencies as a planning tool, for setting goals and for cooperation? E.g. for joint annual work plans, or joint gap analysis exercises, etc.? Is the UNCT effectively monitoring implementation using the results matrix?
- Have the implementation mechanisms (i.e. Results Groups) been effective in managing the One Programme? How can these mechanisms be better operationalised in future?
- To what extent have effective and diverse partnerships and strategic alliances been promoted and achieved around the ZUNDAF?
- To what extent, and in what ways did the ZUNDAF contribute to capacity development of Government institutions, and CSOs?

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- To what extent have human rights been mainstreamed, reflected or promoted across all the priorities in the ZUNDAF? How has the ZUNDAF contributed to the promotion and protection of human rights in Zimbabwe?
  - To what extent has the ZUNDAF contributed to gender equality and equity across all its outcome areas?
  - What are the main factors that contributed positively or negatively to the progress made towards achieving ZUNDAF outcomes?
  - How effectively did the ZUNDAF reach those furthest behind first?
  - To what extent did the ZUNDAF ensure an evidence-based approach? To what degree was innovation incorporated into the ZUNDAF?
  - What are the future intervention strategies and issues to be addressed? To what extent has the ZUNDAF supported domestication of key regional frameworks, experiences and international best practices through national development plans and strategies?

#### **D. Efficiency**

- To what extent was there a common or collaborative resource mobilisation strategy for the ZUNDAF?
- Were adequate financial resources mobilised for ZUNDAF implementation?
- How efficiently were resources/ inputs converted to ZUNDAF results at output level? Was the ZUNDAF implemented in a timely way?
- To what extent were resources allocated to those most marginalised/ left furthest behind?
- Is the distribution of roles and responsibilities among the different UN agencies well defined and have these arrangements been maintained throughout the ZUNDAF's implementation?
- Did the UNCT successfully leverage on the regional programmes to achieve the ZUNDAF outcomes?
- To what extent did the BOS/Strategic Operations Framework (SOF) contribute to reduced costs, and harmonised/streamlined processes enhance quality (impact) of programme delivery at the country level?
- To what extent did timely responses to environmental developments such as cash challenges, fuel and commodity shortages etc. through BOS/SOF help facilitate smooth implementation of programmes?
- To what extent were programmatic and operational linkages sustained?

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## E. Sustainability

- To what extent did capacity building efforts go beyond *individual* capacity building to *institutional* and *community* capacity building?
- To what extent and in what way have national capacities been enhanced among CSOs?
- In what way did the ZUNDAF facilitate tripartite alliances among the UN, the GoZ and the private sector? Was the private sector meaningfully engaged in development initiatives, if so how?
- Did the ZUNDAF successfully promote ownership of programmes by national partners, national execution of programmes and use of national expertise?
- Did the Communicating and Advocating as One strategy successfully increase public engagement and visibility of the work of the UN in Zimbabwe through strategic and innovative communications?

## 5. MANAGEMENT ARRANGEMENTS

The ZUNDAF Evaluation is jointly commissioned by the United Nations Resident Coordinator and a representative of the Office of the President and Cabinet (OPC). An Evaluation Management Team (EMT) has been established to provide technical oversight for the implementation of the ZUNDAF Evaluation. The EMT comprises the following members:

- A representative from OPC as co-Chair.
- The Coordination Specialist in the Resident Coordinator's Office (RCO) as co-Chair.
- A representative from Ministry of Finance and Economic Development;
- A representative from the Ministry of Public Service, Labour and Social Welfare (as the technical Ministry for coordination of the SDGs);
- UN representatives of the 6 RGs (including the PMT Chair) and the M&E ZUNDAF Experts Group;
- 1 representative of OMT; and
- 1 representative of the UNCG.

The EMT is jointly led by RCO and OPC, and will be responsible for:

- Preparing the Evaluation TOR;
- Providing technical supervision and guidance to the Evaluation team;
- Reviewing, providing substantive comments and approving the inception report-including work plan and methodology;
- Reviewing and providing substantive comments to the draft and final Evaluation reports, for quality assurance purposes;
- Ensuring the independence of the Evaluation and its alignment with UNEG Norms, Standards and Ethical Guidelines.

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**Evaluation Management Response (EMR):** EMRs will be developed within 4 weeks following the finalization of the evaluation to address and incorporate recommendations and lessons learned into Result Group workplans. Each ZUNDAF results groups, the OMT and the UNCG will develop an EMR with the support of the EMT to be approved by the Steering Committee.

## 6. DELIVERABLES & TIMELINE

The total number of days of the evaluation is 30 working days, spread out over a period of 3 months.

The evaluation deliverables will be the following:

1. **Inception report.** The evaluator / evaluation team will provide a technical document specifying the proposed evaluation approach, assumptions, methodology (desk review, field work and triangulation phases), tools and limitations.
2. **Draft ZUNDAF Evaluation Report.** The evaluator / evaluation team will write a draft report with the specification of the findings, conclusions and recommendations. This document will be reviewed by the EMT and will be adjusted accordingly ahead of the validation workshop.
3. **Final ZUNDAF Evaluation Report.** Based on the comments and suggestions received from UN system agencies and governmental and non-governmental stakeholders during the validation workshop, the evaluator / evaluation team will adjust and draft the final report. Additionally, this final report will include a presentation (PPT) with the key findings, conclusions and recommendations.